

# COMMUNITY PLANNING REVIEW REVUE CANADIENNE D'URBANISME

Vol. XIII - No. 1

Spring 1963

# CONFÉRENCE NATIONALE D'URBANISME 1963

29 septembre — 2 octobre

Hôtel Château Frontenac, Cité de Québec

## **Thème: Centenaire du Canada — 1967**

- Planification des projets locaux du centenaire dans votre région.
- Où en sommes-nous au terme de notre premier siècle d'existence — en législation de planification, en recherches, en facilités d'éducation, en réalisations provinciales et municipales.
- L'Exposition mondiale de 1967 à Montréal — un défi de planification.
- La canalisation du St-Laurent — Grands Lacs — une occasion d'entrer dans l'histoire de la planification d'ici 1967.
- Préservation de notre héritage — la restauration et la conservation des bâtiments historiques dans la Cité de Québec.
- Déjeuners, réceptions, programme des dames, dîners et visite après la conférence de la région du St-Laurent-Saguenay.

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# COMMUNITY PLANNING REVIEW REVUE CANADIENNE D'URBANISME

VOLUME XIII, NUMBER 1

SPRING, 1963



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Cover: Swift Current Creek. This Crown land, presently leased for agricultural uses, is part of the reservoir development area of the South Saskatchewan River Project—see article beginning on page 28. Sask. Gov't. Photo

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# THE STAR OF THE WEST

R. C. Gregg

Town Manager, Edson

The success story of Edson, Alberta—a small town which discovered the three essentials for effective long-range planning in any sized community:

Leadership · Cooperation · Participation

The Town of Edson, incorporated as a village in January 1911 and as a Town in September of the same year, was born as the result of a conflict between the real estate section of the Grand Trunk Pacific Railway Company and private real estate concerns. Wolf Creek was to have been the Divisional point on the new railroad, however, private interests had obtained too large a share of the adjacent real estate; Edson was selected as the alternative and the Divisional point was moved eight miles westward after the key lands were obtained in the name of the Grand Trunk Pacific Development Company. The individual real estate companies then had to take up lands around the periphery of the Grand Trunk Pacific townsite. One can't help wondering if any of these real estate men really believed the wondrous dreams they asked the land buyers to entertain: "Edson, the star of the West"—"the Chicago of the G.T.P.".

As subdivision was added to subdivision, most with attractive names—"Edson Highlands", "Prospect Park", etc.—a townsite of 14 square miles was created containing over 28,000 lots in 25 subdivisions: A Town Planner's

Nightmare with five distinct and separate "Main Streets" and a goodly choice of locations for anyone having a weakness for a lot on "First Avenue." Of course, few of the streets in the various subdivisions were in any way related to the streets in an adjacent one. I suppose each was expected to be a happy and prosperous little cell in this beautiful Mecca of the West. Three blocks were set aside for parks in the whole 14 square miles, and a generous one and a half blocks for schools—a real sacrifice for the land boomers?

A Mr. T. A. Talbot in his "New Garden of Canada" gives a vivid description of the townsite as he saw it in the spring of 1910: "Pegged out in all directions through a dense wilderness". He describes the Town's only edifice. Johnny Boniface's Hotel, "where one could get a square meal for fifty cents and a night's lodging for the same price". A local Land Agent "an unostentatious individual" offered some "stunnin' lots going cheap". One lot at the corner of Third Avenue (he doesn't identify which particular Third Avenue) had been bought for \$500.00 and had shortly changed hands for \$1,700.00.

*The main street of Edson in September, 1910.*



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*Johnny Boniface's Hotel, Edson, 1910. Photo: Glenbow Foundation.*



In 1912, one of our western characters, Bob Edwards, lamented for the real estate victims all over Canada who had bought lots in the townlet of Edson, and described it as a "bottomless bog"; he was so very close to the truth that he raised some outraged retorts from a number of faithful citizens including the then encumbent Mayor Lawrence.

By March 1912 the Town could boast a population of 1,253, and 67 places of business. It was the distributing point to the Peace River country via the famous "Edson Trail", as well as to the new Alberta Coal Branch and the country West. The Town had a band, a \$60,000.00 "solid brick" school was to be started in 1912, and By-laws were on the books toward the issuance of Debentures for:

A Waterworks and Electric Light System	\$63,000.00
Sewers	\$40,000.00
Town Hall and Opera House	\$20,000.00
Graded Streets	\$25,000.00
Cement Walks	\$30,000.00

Somehow the edifice must have already been weakening as the boom began to ease. The school was built but none of the other grandiose designs bore fruit. Lots were still being sold in 1913 but it must have taken a good deal more salesmanship to unload them. In 1914 some of the smarter ones had decided they had been taken in and let their lots go under tax enforcement.

The First Great War spelled Edson's economic doom, as it did the whole of western development, and by 1916 the Town had shrunk to a few hundred people, most of whom were employed by the Railway Company. For a few months we were threatened with complete extinction when it was decided that a portion of the G.T.P. Steel from Edmonton to Red Pass should be lifted and sent to France. After weeks of argument in Ottawa, it was finally decided that it would be our junior neighbour, Tollerton, on the Canadian Northern Railway, that should vanish into oblivion.

In the meantime, the Town Council had passed several By-laws controlling construction of buildings, requiring setbacks in residential areas, controlling the location of stables, and requiring the taking out of Building Permits. By-law No. 176 of February 1919 was



the first By-law to set up the first class fire limit (Main Street from First Avenue to 6th Avenue). It appears that this By-law was primarily designed to reduce as far as possible, the high hazard that went with frame construction and the limited fire fighting capacity of those days, which was brought home to the people when many of our landmarks vanished, often in block lots.

Although it is true that Alberta was one of the first Provinces to pass a Town Planning Act (1913), it appears that no request for approval of any plans had been sought up to 1929. The first report of the Town and Rural Planning Advisory Board was published in January 1930. It is therefore a little startling to find that the Minutes of the Edson Town Council dated November 20th, 1928, record that Councillor J. D. Mackenzie moved that the Secretary write for information with regard to the availability of a Government Planning Expert, and it is to the credit of the Town Council that in April, 1949, a By-law was passed which provided for the appointment of a Town Planning Commission. The Commission appointed consisted of: Mayor A. D. MacMillan, Mr. Chris

Pattinson our M.L.A., Messrs. W. B. Low, George L. Brown, A. H. Switzer and A. H. Mahon. Regrettably only one Minute of the Meetings of this Commission remain on record; however, it appears from the Town Council Minutes that it was an active group and, of course, had its usual run of petty problems such as the complaint about the then popular Draymen driving on someone's pet boulevard, or the farmer tying his horses to a tree in front of Jones' house, etc. In the main, though, it must have done some long term and serious planning as from its deliberations, and that of Council, Horace L. Seymour, Director of Town Planning for Alberta, was engaged and aided in the preparation of our first Zoning By-law.

It is pertinent to note that, at this same time, an unofficial organization was created that influenced both the Council and the Commission. It is recorded that the "Town Beautifying Committee" appeared before Council and the Commission from time to time, and a very substantial treatise on the planting and placing of boulevard trees stands as a proof of this Committee's good intentions and hard work. Unfortunately, few of the trees they planted, or encouraged the planting of, survived to commemorate these worthy citizens. They asked for, and received, the undertaking of Council that the provisions of the Boulevard By-law would be fully enforced. They also requested the declaration of a half holiday for the purpose of planting trees and generally beautifying the Town. I regret to record that they appeared to fail here but they were assured that "they would be given all assistance possible". I can find no record of the full membership of this group, however, the prime movers appeared to have been Messrs. S. Cliffe, H. Wyman, A. Koch and Dr. Tiffin.

It is recorded that Mr. Seymour advised Council, in February 1929, that a Town Planning Act was before the Legislature and he was, at that time, invited to come to Edson to meet with Council. A good deal of correspondence records the work of Mr. Seymour with the Council and Commission in the design of the final draft of the Zoning By-law No. 289 which was finally passed by Council on November 3rd, 1931, and approved by the Honourable R. G. Reid, Minister of Municipal Affairs, on February 9th, 1932. Zoning By-law No. 289



was briefly: "A By-law to regulate the location and use of buildings and the use of land within the Town of Edson, to limit the height of buildings and the size of yards and other open spaces, and for these purposes to divide the Town into Districts". The By-law applied to all that part of Town outlined on a "Zoning Map", the area being divided into four Districts: Residential, Commercial, Industrial and Agricultural, and provided control of buildings and use of land in each of the said Districts. It also provided for the setting up of the Edson Zoning Appeal Board, the Membership of which, initially, was: The Mayor, A. D. MacMillan (ex officio), Mr. F. U. Laycock, Mr. Alfred Koch (Solicitor). It outlined the duties and authority of the Building Inspector, and provided penalties in cases of violation of the provisions of the By-law.

By experience, this was a well designed By-law and, although Edson suffered the common experience of finding that the dreams and aspirations of 1929 were replaced by a helpless sense of doom that was common to the whole of the civilized world in 1932, it did at least guarantee that there would be no regeneration of the few

widely scattered fringe businesses that had come into being, typified by Lister's second hand store on the north end of Town—a famous maze of packing box shacks erected in series as the stock grew.

It was fortunate that the regulations were simple and understandable, and were tolerant of the construction that could be afforded in the dread thirties. There were occasions when Council appeared to turn a blind eye to the controls, and sometimes a promise was accepted that certain things would be done, which were not done. However, in the main, the business area was kept within reasonable bounds, and the controls in the By-law for the residential area were of prime importance in that there remain very few instances of overcrowding or ill-spacing.

It should be noted that in 1930 a long, slow and expensive program of cancellation of the subdivisions and the reduction of the Town boundaries began. Two prime factors that forced this action were:

1. The cost of maintaining the roads that ran through the undeveloped subdivisions.
2. The demand for land for agricultural purposes.

Through the years, the Town's geographic size was reduced from 14 to approximately two and one-half square miles. Very few of the original "suckers" had continued to pay the nominal tax assessed against their lots, or had survived the intervening years. However, few though they were, it was a real problem to convince some of them that we were doing them a favour by giving them a lot within a half mile or less of the centre of Town in exchange for theirs that lay miles away in a bleak muskeg. In the process, of course, we had lost four of our five Main streets and the "Star of the West" had suffered its eclipse.

Zoning By-law No. 289 remained effective and useful for over 20 years, and was only amended twice in this interval—in 1945 to increase the commercial area in order to tolerate the growth of commercial development along the Highway through Town, and in 1950 to provide that no further service stations would be permitted on Main Street in the commercial area.

Suddenly, in 1954, the prospect of having North Western Pulp & Power erect a pulp mill adjacent to the

Town presented Council with the prospect of seeing the Town's population expand several times over. Obviously Zoning By-law No. 289 was not designed to allow this. Something had to be done, without delay, if all controls were not to be thrown out. At the same time, primarily as a result of the Town having taken all but a small fraction of the undeveloped land under Tax Recovery proceedings, the Council was approached by numerous developers anxious to invest and take control of impending development. Council, at its Meeting of July 15th, 1954, requested the assistance of the Provincial Town Planner, Mr. H. N. Lash, in the writing of a new By-law and in the negotiations for development. By December of 1954 some replots of the residential area had been designed, largely by the Department under Mr. Lash, and in accord with a profile that had been run by our Engineers which substantially eliminated the ills of the old grid survey. An agreement was signed on December 14th, 1954, with the Edson Development Corporation which gave this company the privilege of obtaining portions of the undeveloped area of the Town, and secured from it an undertaking to finance the development and to make some contributions toward the cost of the necessary expansion of water and sewer plants. The ink was hardly dry on this agreement before rumours were in the air that the pulp mill was going elsewhere, and early in 1955 this was confirmed. In March the agreement was cancelled. It was a dismal and disheartening experience for all those who had worked so hard and under great pressure in the preparation for Edson's emergence as a Metropolis.

Nevertheless, it was generally recognized that By-law No. 289 could not suffice even though we were now to relapse to a boot strap growth. Its prime weakness was that it did not distinguish between the emerging second class commercial area and the central business area, being too restrictive in one and not tight enough in the other. It made no allowance for multiple dwellings, the industrial area was not in accord with changed influences and, of course, household trailers had not been heard of when it was written.

Zoning By-law No. 800 was duly passed by Council on May 1st, 1956, and approved by the acting Minister of Municipal Affairs, Mr. E. W. Hinman, on July 25th

of the same year. This By-law "under authority and subject to the provisions of the Town & Rural Planning Act, 1953", divided the Town into Districts, prescribed to each such District the purposes for which buildings and land therein might be used, and prohibited or regulated the use of such buildings and land for any other purpose, etc. In general, it divided the Town into the following Districts, which were shown on a "Zoning Map": Low Density Residential Class I; Low Density Residential Class II; High Density Residential; Commercial District Class I; Commercial District Class II; Agricultural District; Industrial District. Embodied in the By-law was a "Zoning Schedule" which defined the permissible uses of each District, site, floor, yard and type of construction, etc.

The principal feature of By-law No. 800 as compared to the old By-law No. 289, was that it extended the area zoned and provided for the division of each district into classifications, thereby permitting a more explicit control in each. The definitions were modernized and it dealt very substantially with the household trailer.

It set up a Zoning Appeal Board to consist of those persons who are for the time being members of the Council, and established the limit and extent of its authority.

By-law No. 800 was designed, particularly as to zoning, in the atmosphere and for the purpose of controlling a Town of substantial and rapid growth (the Pulp Mill era) and possessed the weakness of something done in a hurry; it was a static thing, with several sore spots, and the time soon came when it had to be revised or replaced.

It was in these years, after 1955, that the citizens of our community finally accepted the fact that we were here to stay, and that it was also a fair presumption that the Town would grow and might, in time, become a prosperous little city in the heart of an area rich in natural resources. Although industry had passed us by and, though the railroad staff in the community was sinking and would continue to sink to the point where the railroad man was a rare bird, yet the Town continued to grow and the buildings that were being erected were relatively good and meant to last. In 1955, the Town laid concrete walks throughout the residential area and began

a program of paving and oiling the streets, and a general beautification.

Then, as ever since, we were asked why Edson appeared to enjoy an above average prosperity and what kept it going? The answer never appears to be fully satisfactory; however, the core of our health is, no doubt, related to our geographic position in the heart of a potentially rich industrial and resource area. We are, and will be, a service community to this area and, as it grows, our share of interest and participation in it will accelerate our own growth and prosperity.

A feature of this new community, evolving as it did from a railroad town to a service community, with no dominant tie to any one interest or industry, is the fact that it is well-balanced. I have heard it lamented that Edson does not possess a high-level professional group—a group that can exist only where high industrial and associate salaries are paid—and that it lacks, as a result, the atmosphere to attract the enterprising, and does not have the guidance and tone that such a group would give it. The author of these remarks may have had some point, but Edson has proved it to be largely fallacious, for from all levels and from every part of the community has come *leadership* and *co-operation* and, principally, *participation* in the common endeavours. Faults and failures in plenty occur on the way; however, it is a community of general participation, and it is a very rare person who is not involved somewhere.

There were many community efforts through the years, all tending to weld a somewhat heterogeneous group into a community. Factions existed, and still exist, but never with the strength to outbalance the influence of those people and agencies working on the broad effort.

It is hazardous to review the things that have been done by common effort, for one is sure to miss several events; however, as it is essential to the picture, the risk must be taken: I believe the old town fairs of the very early days were outstanding products of this common endeavour; a few programs and prize lists remain to substantiate the hard work that was then done. One of the events of the early thirties was the moving of a building from Marlboro to Edson and the erection of the arena—a monument to a hard working group of citizens. Also

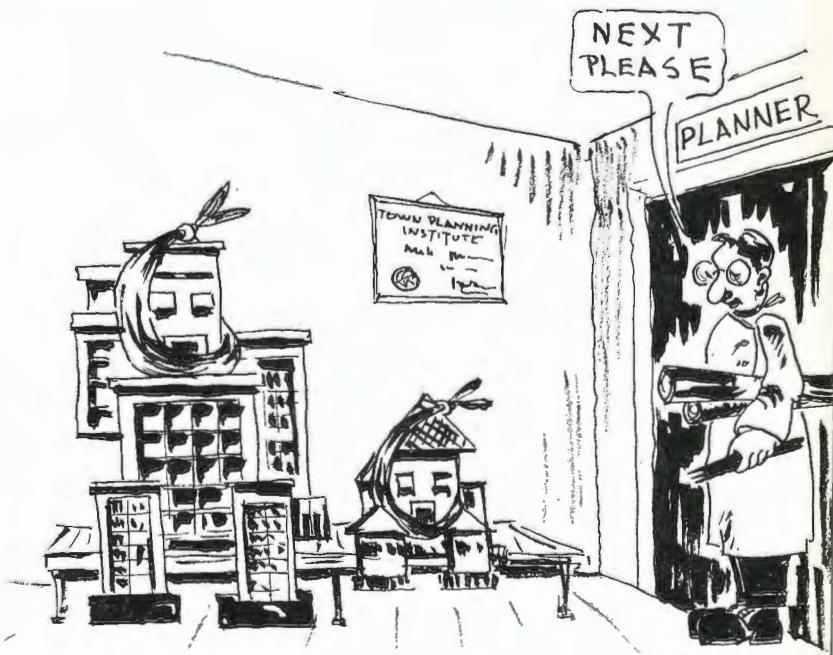
related here was the annual Winter Carnival, a total product of the community for many years, that very few persons escaped participation in. The Community Club, a creation of the war years, brought the women of the Town together in common effort to provide parcels for the young men overseas and to aid the needy. This body of women, as part of their community effort, established a library which continues to operate most successfully as a community project. The need for a swimming pool was publicized by a committee dedicated to this purpose—commonly referred to as Mrs. Trapp's Pool Committee. There was about \$4,000.00 available. The Kinsmen Club, from this beginning, and with blind courage plus the whole hearted support of the townspeople, built and paid for the swimming pool. On a basis of Provincial Government guidance, and a loan, a group of townspeople established a Craft Centre which has developed into a feature of our community. With the "Pot Shop" as its core, it encourages participation of everyone and anyone in arts and crafts. Through the welded and wedded effort of the Optimist, Kinsmen and Lions Clubs, all dedicated to their individual efforts in the Town, we formed a new giant of common endeavour—the Tri-Service Rodeo Association which, with abrupt and determined effort, created the biggest and best annual rodeo in the West and, to its greatest credit, repeats from year to year.

While the call for service was comparably brief, the work hard and demanding, and the rewards not too secure, the total participation of all organizations was asked and obtained for the celebration of our 50th Anniversary in 1961. Like all the other efforts, the year of celebration is a story in itself, but from it came a special feeling of co-operation in that we bonded ourselves not only across the community, but we tied our past with our future and we could, on the closing of the year 1961, sing our theme song, "We're a Town" in one voice, and in complete harmony.

In 1957 the Town sold its generating plant and electrical distribution system to Calgary Power. From the proceeds of that sale, the Town reduced its capital debt to one of the lowest, per capita, in the Province and, at the same time, financed the construction of the new Civic Building.

The Town was enjoying a firm and steady growth, but the Council of 1960 could see a number of inter-related problems that had to be solved and that all lay in the basic situation of young adulthood: "What have we got and where do we go from here?" The Council realized that unless some thorough investigation was made of existing conditions and our possible future development, the hazard of growth without plan would bear fruit in costly mistakes.

It was obvious that the various zoning by-laws of the past were purely administrative measures, inadequate in themselves to guide the development and provide for the expansion of the services and utilities and accompanying capital works. With few exceptions these were prohibiting measures indicating what should not be done, but seldom what the community should do. As on previous occasions, the Council sent for help to the ever-present and willing Provincial Planning Office, at this time under the direction of Mr. Noel Dant. The answer was prompt and, after investigation of the needs, the Town was advised by Mr. Dant to engage D. L. Makale, Planning Consultant, to undertake the necessary planning studies and assist the Town in preparing the General Plan. The Council followed the advice and from this point on plunged into the deep waters of planning.





A feverish activity upset the normal routine of the Town administration; planners, maps and coloured pencils appeared all over the place. The merchants, school officials, recreation people, Provincial officials, and citizens were quizzed, hundreds of questions were asked and the answers were recorded in little black books, or in bright colours on the maps.

The terminology comprising such things as "land use", "trading area", "population projection", "economic potential", "building conditions", "traffic pattern", filled the air and the citizens, at first bewildered, started to take an interest and concern for their particular field of endeavour and activity.

The Chamber of Commerce, after a heavy diet of ribbon development and residential scatter, decided that it was not too palatable and declared itself in favour of a compact and planned development. The school authorities started considering the projected influx of pupils for the next twenty years and resulting demands in classrooms and school sites. The Arts and Crafts and Recreation groups decided that a recreation centre was needed, that the wooded ravines should be protected, and parks and playgrounds provided.

The Council and their Municipal Engineers wanted to know the direction and the extent of future growth to be able to undertake and plan for the extension of

major utilities and services. The question of the future road system—where to widen the roads, impose the building setbacks, close the obsolete roads, provide the service roads—became very pressing.

The problems that the authorities and citizens were aware of became clear and well defined. It was obvious that every municipality, regardless of its size, needs professional help in planning and the only difference between the major city and the smaller community was one of scale. Both the elephant and the mouse with a toothache suffer equally—the difference being in the size of their teeth but not in the intensity of their pain.

Finally, the anxiously expected planning report was ready. The lengthy presentation to the Council followed, supported by graphs, maps, statistics, charts and all the paraphernalia so close to the planners' hearts. The basic concept emerged comprising two major premises:

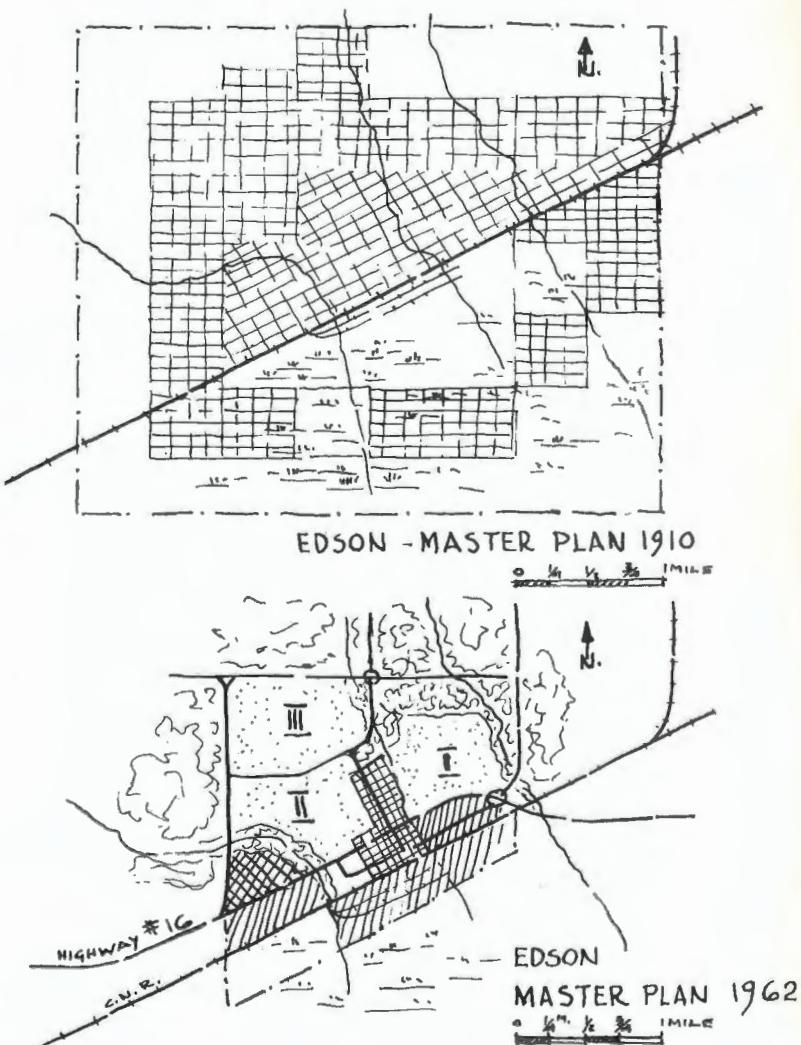
1. That in a smaller community the *quality* of living amenities is more important than the *quantity* of development.
2. That the plan has to be of sufficient scope and flexibility to allow for future growth, both that which is projected, as well as the growth that may be unexpected.

The Planning Report covered every aspect of urban growth, investigated in detail various facets of the past and present development, and projected it into the future. The Council was impressed, the local press gave the recommendations their fullest support, and the various segments of the population and civic groups studied that part of the report dealing with their particular problems and accepted the proposed solutions. From now on the work started in earnest. The Council passed an Interim Development By-law and the Province approved the same. The Planning Board was organized, meetings set, the planning officer appointed, the administrative procedure organized and D. L. Makale was requested to continue in the role of planning consultant to the Town, until the General Plan is completed with the passage of the appropriate Zoning By-law.

Wholesale cancellation of the ancient grid type of subdivision was undertaken with simultaneous redesign and replotting. New subdivisions emerged fully related

to the topography, economy of services and aesthetic values. Ravines and wooded areas were surveyed and registered as public parks. The road rights of way and widening for the future major road system were proceeded with in a satisfactory manner. In the meantime, the Town constructed a new sewage disposal plant, a major trunk sewer and reorganized and increased the capacity of its water works system.

Regulations covering the residential development, National Building Code, and regulations for various classes of commercial development followed in quick succession, were studied in detail, and accepted by the Council. The citizens gave their administration strong support, realizing that all these changes are of great importance to the Town and that the crises, floundering



and mistakes of the past can be successfully avoided in the future.

Since the Planning Report was adopted and planning administration became a part of the daily life of the Town, an accelerated development is being experienced in every direction. It would be untrue to state that this growth is the result of the planning, but the fact remains that because the Town is a planned community, all this development is taking place under the conditions and in the locations provided for under the plan, and all these new developments, together with the existing development, will evolve eventually into an ultimate and pre-planned form.

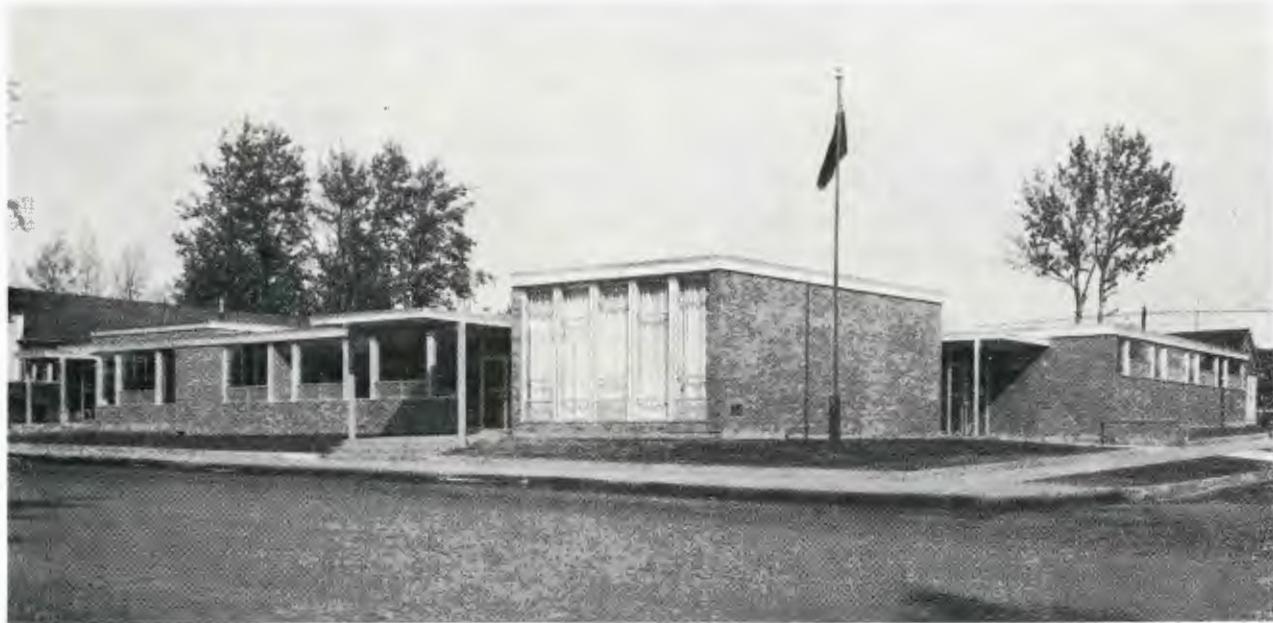
At this moment the Town is fully ready for the next twenty years of growth, having ample provision for various land uses, school sites, parks, major roads and utilities. Any unexpected acceleration of the growth will only require changing of the time table, without any necessity for crash planning programs, panic, or disruption of the ultimate concept.

It is, of course, fully realized that planning is a continuous process and that the growth of the Town will require constant assessment and decisions involving modifications and revisions to the original plan. The Town and its Council have no illusions that any plan could be something static and applicable to all the challenges that advancement in technology and changes in the way of life could produce, but the knowledge that the Town has prepared a plan for the future to the best of its ability, and based on the accepted standards of today, does give a feeling of security when contemplating tomorrow.

The Council of 1962-63—Councillors Collin, Goldsrick, Kortzman, Meade, Scott and Wells—with the leadership of Mayor W. R. Brunelle, looks to the future with the confidence that comes with having one's house in order, prepared to welcome John Doe and his industrial or commercial employer and to offer them all the amenities of our "mighty fine BIG little Town".

*(The illustrations for this article were drawn by D. L. Makale.)*

*The Edson Civic Building which houses the Council Chamber, Town Offices, Police Offices, Fire Hall, Health Unit and Public Library.*



*La succursale de la Mauricie de l'ACU a tenu ses "Journées internationales du Film sur l'Urbanisme", les 8 et 9 février à Trois-Rivières. Plus de 300 personnes ont assisté à cette présentation très réussie et on a pu voir 25 films provenant de 14 pays. Le gouvernement provincial était représenté par l'honorable Pierre Laporte, ministre des Affaires municipales et l'honorable René Lévesque, ministre des Ressources Naturelles du Québec. Deux des discours présentés au cours du Festival, sont reproduits ci-après. On espère que des exemplaires des autres discours seront disponibles sous peu et il faudrait en faire la demande au bureau national de l'ACU.*

## 1963—L'ANNEE DE L'URBANISME

**L'honorable Pierre Laporte**

*Ministre des Affaires municipales, Province de Québec*

Vous m'avez invité à cette manifestation en pensant sans doute à ma qualité de ministre des Affaires municipales. Je soupçonne aussi que votre invitation a quelque chose à voir avec les propos que j'ai déjà tenus au sujet de l'urbanisme. Je pense avoir montré assez nettement l'intérêt que je porte et que mon ministère entend porter à cette question. C'est donc avec empressement que je vous assure de l'appui constant du ministère des Affaires municipales dans les efforts que vous faites et ferez pour créer un climat favorable à la pratique de l'urbanisme dans la province de Québec.

Des penseurs, des hommes d'action, des bâtisseurs se sont penchés sur ce problème singulièrement important. J'aime bien, pour ma part, cette réflexion du maréchal Lyautey, qui disait:

*"Faire des maisons, construire des villes, planter des jardins, c'est bien; mais il est nécessaire d'élever les âmes de ceux à qui on les destine. Il faut faire de l'urbanisme jusque dans le cœur des hommes."*

Cela justifie également le mot de l'urbaniste français Gaston Bardet qui fait de l'urbanisme non seulement une science, mais presque un apostolat.

La préoccupation de l'humain doit être présente dès le départ, car autrement on risque de déboucher sur des solutions tronquées. Il faut que l'homme se sente d'accord avec les plans conçus; qu'il donne spontanément son adhésion aux structures mises en place; il faut que les institutions deviennent le prolongement de lui-même,

qu'elles expriment véritablement sa conception de la vie, qu'elles répondent à ses aspirations.

En effet, l'urbanisme assume, en priorité, un caractère véritablement humain. Le cadre, les institutions qu'il implante doivent permettre l'exercice complet et facile des actes économiques et sociaux; ils doivent aider l'homme à se réaliser sur tous les plans, dans la dignité, la liberté et la sécurité. Mais en est-il toujours bien ainsi?

On a dit avec raison que l'homme subit l'influence du milieu où il vit. Il est à peine besoin de rappeler devant un auditoire comme celui-ci que l'urbanisme consiste à établir une saine structure des collectivités, à organiser le cadre dans lequel s'accomplissent les multiples activités humaines. On voit tout de suite la responsabilité immense de ceux qui sont chargés de la conception et de la mise en place du cadre physique de la collectivité. L'urbaniste s'applique en priorité à faire des synthèses, à implanter des structures qui faciliteront l'accomplissement des choses essentielles, des grandes choses. A la condition, bien entendu, que les urbanistes ne s'enferment pas dans des tours d'ivoire et ne rêvent de régler dans l'absolu des problèmes où le physique et le matériel ont une grande part.

Grâce aux efforts considérables faits par l'Association canadienne d'urbanisme, l'idée de l'aménagement ordonné du territoire fait son chemin. L'opinion publique s'éveille à cette question. Des rencontres comme celles-ci contribuent d'ailleurs pour beaucoup à ce développement et il

faut souhaiter qu'elles se multiplient et qu'elles captent l'intérêt d'un nombre sans cesse plus grand de personnes.

Je vois une preuve de l'intérêt grandissant du public envers la question dans le fait que le Service d'urbanisme rattaché au Ministère que je dirige a donné au cours de la seule année 1961-62 plus de 200 consultations à de nombreux administrateurs municipaux, à des représentants d'entreprises privées et à plusieurs autres personnes venues solliciter son avis. Cela ne m'empêche nullement de juger que le service d'urbanisme est pratiquement inexistant au niveau provincial et qu'il est urgent de l'organiser pour répondre aux besoins actuels et prévoir l'avenir. Mais trop de gens sont encore indifférents. Il y a souvent incohérence dans les initiatives, manque de collaboration, voire tolérance néfaste en certains milieux. On reste parfois sidéré devant le désordre de certains projets ou réalisations qui auraient pu devenir de grandes choses. Un tel désordre entrave le développement des collectivités quand il ne le compromet pas tout à fait. Il faut voir là le résultat de l'incompréhension, ou de l'ignorance.

Une législation insuffisante et des moyens trop restreints n'ont pas permis, j'y reviens, au Service provincial d'urbanisme de jouer son rôle. Il est vrai que la Loi des cités et villes et le Code municipal donnent certains pouvoirs assez étendus en matière d'urbanisme, mais ces prescriptions ne sont pas suffisantes. Il faut admettre de plus que, règle générale, l'on n'est pas allé jusqu'à la limite des pouvoirs accordés. Combien de municipalités, par exemple, ont une commission d'urbanisme? Combien existe-t-il de commissions conjointes d'urbanisme que plusieurs municipalités ont la faculté de constituer pour l'ensemble du territoire soumis à leur juridiction?

Une disposition de la Loi des cités et villes (article 429, par. 8) permet aux municipalités d'exiger, comme condition préalable à l'approbation d'un plan de subdivision, que le propriétaire cède, pour fins de parcs ou de terrains de jeux, une superficie de terrain n'excédant pas cinq pour cent du terrain compris dans le plan, ou d'exiger, au lieu de cette superficie de terrain, le paiement d'une somme n'excédant pas cinq pour cent de la valeur mentionnée au rôle d'évaluation du terrain et le produit de ce paiement doit être versé dans un fonds spécial qui ne peut servir qu'à l'achat de terrains destinés à l'éta-

bissement ou à l'aménagement de parcs et de terrains de jeux.

Combien de municipalités se sont servi de ce pouvoir? Savent-elles seulement qu'il existe?

Où trouve-t-on dans nos statuts cette loi générale de l'urbanisme pour le Québec? Nulle part. Je vous informe que mon ministère étudie sérieusement et rapidement cette question, mais il importe, en attendant, de se préoccuper d'exercer tous les pouvoirs que la législation accorde déjà aux conseils municipaux en ce domaine précis.

En dépit des efforts déployés jusqu'ici pour faire avancer la notion de l'urbanisme et des mesures prises pour accorder la législation aux réalités nouvelles, à peine 10% des quelques 230 cités et villes du Québec possèdent à cette minute un plan directeur. Est-ce suffisant? Il y a donc un immense effort à faire pour que se généralise l'aménagement ordonné, harmonieux du territoire.

Une administration compétente s'appuie sur une saine planification. Je ne vois pas bien comment il peut en être autrement. On se rend compte maintenant que, pour être valable, la planification doit aller au delà des limites

*L'honorable Pierre Laporte, ministre des Affaires municipales signe le Livre d'Or, lors du vin d'honneur servi aux délégués assistant au Festival, par les autorités de la Cité de Trois-Rivières. A ses côtés, son Honneur le Maire J.-A. Mongrain.*



étroites et parfois assez artificielles de la municipalité pour se placer sur le plan plus large de la région. Mais qu'est-ce que la région? Elle n'est pas toujours facile à définir exactement.

Le professeur William C. Wonders, directeur du département de géographie de l'Université de l'Alberta<sup>1</sup>, a fait remarquer que, sans trop nous en rendre compte, nous pratiquons le régionalisme. A des degrés divers et pour des motifs différents, nous pensons ou agissons en fonction de la région. Ainsi en est-il de l'industriel qui est à la recherche d'un nouveau marché; de l'ingénieur qui songe à présenter des soumissions pour la réalisation d'une grande entreprise; du fabricant d'automobiles qui veut organiser la distribution et la vente de ses voitures; de l'économiste qui envisage une politique de développement, etc.

Les limites qui séparent les régions ne sont pas toujours précises mais chaque région a ses caractéristiques propres qui la distinguent des autres. Projection de l'avenir en même temps que réalisation présente, toute planification doit tenir compte de ces caractéristiques. Quand nous parlons ici de la région, nous songeons en particulier à cette agglomération de municipalités petites et moyennes, interdépendantes, qui évoluent dans l'axe d'une grande cité et qui en subissent directement l'influence.

La Commission Gordon a prévu que 80% des Canadiens seront des citadins en 1980. Au Québec, la statistique officielle le 1er juin 1961 nous indique que 3,523,610 personnes vivaient dans les centres urbains alors que la population totale de notre province s'établissait à 5,242,095. Et le processus d'urbanisation ne semble pas prêt de s'arrêter. On peut même présumer qu'il va s'accentuer. C'est d'ailleurs ce phénomène qui appelle une politique de planification régionale. Mais pour être valable, la planification, en même temps qu'elle se soucie d'aménager rationnellement le territoire urbain, doit réservier sa place au fait rural. Autrement, on provoquerait un déséquilibre grave, ce qui est exactement le contraire du but recherché par la planification.

C'est d'abord aux Etats-Unis qu'on a fait l'expérience de l'urbanisation accélérée, consécutive à l'industrialisa-

tion et c'est là aussi qu'on a tenté nombre d'expériences en matière de planification. Il apparaît utile de voir ce qu'on y a fait dans ce domaine. J'ai tout juste le temps de mentionner les diverses formules qu'on y a mises à l'essai et que je propose à votre réflexion.

Il y a d'abord la planification qui s'accomplit au moyen de plans auxquels participent de petits groupes de municipalités. Vient ensuite la planification accomplie par l'action commune d'une cité et d'un comté; puis celle qui se réalise par une commission au sein de laquelle sont groupés plusieurs comtés. Il y a enfin la planification qui embrasse des territoires encore plus étendus. La planification acquiert ici une dimension beaucoup plus vaste. Elle peut englober des territoires urbanisés allant, par exemple, de Portland (Maine) à Norfolk (Virginie). On envisage même d'inclure dans un même contexte de planification super-régionale de vastes territoires urbains tels que la région de Puget Sound, celle de la baie de San Francisco et le complexe industriel de Chicago. Il y a même parfois agencement de plans métropolitains et régionaux. On voit la variété des formules employées.

Pour le financement des services ou institutions qu'il faut mettre en place, on adopte généralement une formule qui prévoit une contribution proportionnelle de la part des collectivités concernées. Cette contribution est basée sur la valeur de la propriété foncière, la population et l'étendue du territoire.

Ce qu'il faut retenir, c'est qu'il n'est plus possible, maintenant, de s'en tenir au cadre étroit de la collectivité locale lorsqu'il s'agit de planifier, d'ordonner l'utilisation du territoire.

Quelles sont les tâches essentielles qui paraissent s'imposer quand on prend la résolution de s'engager dans la planification régionale? M. Frank McChesney, directeur du Service d'urbanisme de la ville de Pittsburgh, énumère ainsi ces tâches essentielles:<sup>2</sup>

- 1—Relevé cartographique ou photographique du territoire à planifier;
- 2—Etude démographique;
- 3—Etude économique;
- 4—Etude de l'utilisation du sol;
- 5—Analyse du réseau routier et des moyens de transport;

<sup>1</sup>Cité dans LA REVUE CANADIENNE D'URBANISME, volume XII, no 2, "The Potential of Regional Planning".

<sup>2</sup>"Trends and Prospects in Regional Planning" dans PUBLIC MANAGEMENT, mai 1961.

6—Etudes spéciales ayant pour objet les réseaux d'aqueduc et d'égouts, les loisirs, les écoles, la rénovation urbaine et l'habitation;

7—Etudes de réalisation portant sur le lotissement et le zonage;

8—Travail d'information (tâche importante, s'il en est).

Peut-être les experts voudront-ils faire des commentaires sur ce sujet. Ces quelques idées que je livre à votre méditation indiquent assez les multiples aspects de la planification et les disciplines qu'elle fait intervenir.

Je disais, il y a quelque temps, que le moment est venu de réaliser des choses concrètes, de prendre des mesures positives en matière d'aménagement du territoire. On serait mal venu de prétendre qu'il ne s'est rien fait jusqu'ici dans le Québec dans le domaine de l'urbanisme ou que tout est à refaire. Il arrive même qu'à certains points de vue et malgré des déficiences ou insuffisances notoires, le Québec marque des points en cette

matière. Mais il reste encore beaucoup de choses à faire. On doit en convenir. Je songe, par exemple, à cette commission d'urbanisme dont j'ai parlé il y a quelques semaines. Il faudra que nous y venions sans délai. Je puis vous dire en tout cas que le ministère des Affaires municipales entend bien assumer toutes ses responsabilités et avec célérité.

Il importe, par ailleurs, de continuer le travail d'information que vous avez amorcé. Des rencontres comme celle-ci sont extrêmement utiles pour faire le point, échanger des idées, gagner des adhésions précieuses et orienter des démarches nécessaires. Je vous félicite de votre initiative et je vous invite à nous faire les suggestions qui semblent propres à nous aider dans nos tentatives pour assurer le progrès de la collectivité québécoise. Grâce à vous, à d'autres aussi, 1963 sera ce que je souhaite qu'elle soit au Québec: l'année de l'urbanisme.

## LA COLLABORATION DE TOUS

**Charles Carlier**

*Urbaniste, et Président de la Section de la Mauricie de l'ACU*

**"Pour les peuples qui pensent dans la confusion, l'obscurité semble profonde, et la simplicité superficielle".**

*Claude C. Washburn*

Au moment où, de par le monde, des contacts de plus en plus nombreux, fréquents et rapides s'établissent, où chacun peut ne pas ignorer ce qui se passe aux antipodes, il n'est pas audacieux de parler d'une tendance de normalisation de la vie de l'homme.

Sur une grande partie de la terre se retrouvent les mêmes aspirations, et sur l'autre, dans bien des cas, le besoin d'imitation aidant, ou l'exemple étant donné, les mêmes tentatives ou les mêmes recherches prennent naissance.

Un niveau de vie, qui s'élève sans cesse d'ailleurs, constitue pour l'humanité entière, et malgré les déforma-

tions qu'il subit selon l'optique de chaque groupe, le but à atteindre. Dans tous les domaines de l'activité humaine, les mêmes soucis occupent la pensée.

Ainsi, pour une grande partie des êtres humains déjà, et ce nombre ne cesse de s'accroître, des problèmes semblables, si pas identiques, se créent ou s'imposent.

Les solutions, en général, se ressentent de la similitude des cas à résoudre. Cependant, les variantes se multiplient selon les conditions de lieu, de temps et de caractère.

L'urbanisme, utilisé de tous temps, mais remis en lumière, redevenu un sujet d'attention depuis à peine un demi-siècle et encore en des endroits bien limités du

*Quelques-uns des participants au Festival, de gauche à droite: Charles Carlier, Urbaniste et Président de la Section de la Mauricie de l'ACU; F. Joseph Cornish, C.R., Président national de l'ACU; J.-A. Mongrain, Maire de Trois-Rivières; l'honorable Pierre Laporte, ministre des Affaires municipales; son Excellence le docteur Jaroslav Tauer, Ambassadeur de Tchécoslovaquie; Docteur L.-C. Tombs, Consul de Finlande; J.-L. Doucet, C.R., sous-ministre des Affaires municipales; Charles Langlois, Conseiller national et Président de la Division de Québec de l'ACU; Georges Robert, Urbaniste et 1er Vice-Président, Division de Québec de l'ACU.*



globe servira de témoin, de repère dans le cours de notre histoire au même titre que d'autres disciplines, d'autres arts.

Par ce long sommeil dont il fut victime, il faut entendre une sortie de la conscience des populations.

Car il s'en est fait, et il s'en fait toujours, peu parfois, du mauvais souvent.

Il est curieux de remarquer que c'est au moment où l'homme utilisait les forces libérées par la machine, qu'il a multiplié les constructions de toutes natures au nom de l'industrie, presque au cri de "l'industrie d'abord", avec une rapidité inouïe et un remarquable sens de ce qui ne pouvait convenir.

N'oublions pas que les "taudis", même dans les agglomérations anciennes, ne datent que d'une centaine d'années environ.

Maintenant, nous voici sur le seuil dangereux de l'ère atomique, nous sentons l'anéantissement possible alors que tant de dettes, tant de situations attendent encore que l'esprit constructif s'occupe d'elles. D'autre part, une véritable frénésie de construire est née partout, soit de besoins dûs à l'accroissement naturel de la population, ou de circonstances particulières à certains endroits du globe.

Matériaux nouveaux, procédés récents, méthodes modernes, accélèrent encore le processus de développement.

C'est dire qu'il faut faire vite, avec énergie et prévoyance, pour éviter de nouvelles erreurs, car nous savons trop combien celles du passé grèvent lourdement le présent.

L'urbaniste devra s'astreindre à se hâter lentement, pour préparer avec soin, et avec lui, tous les professionnels oeuvrant à ses côtés se plieront à la même discipline. Il faut que chacun dans sa spécialité s'attache à élaborer sa part, qu'il utilise le temps nécessaire à cette opération et les moyens de toutes les ressources que sa formation lui fournit. Plans et projets détaillés, pensés, mûris, voilà la façon d'aller vite.

Il sera requis de chacun de lutter pour faire appliquer sa science, parfois même pour la faire respecter; elle mérite que nous l'imposions avec vigueur. En cas de découragement, les mobiles de ses attaquants, il suffira de se les remémorer, sont susceptibles n'en doutons pas de ranimer les forces défaillantes.

Enfin, si gouverner c'est prévoir, il sera demandé à chacun dans toutes les missions qui leur seront confiées de voir toujours un peu plus loin, de regarder en dehors du cadre de leur action. Il faut voir grand, par delà les frontières proches d'une enceinte limitée.

Dans le temps et dans l'espace, le quartier doit voir à l'échelle de la ville, la ville à celle de la région et là région à celle du pays.

Pour réaliser de grandes choses, la recette se trouve là.

L'urbanisme régional commence à faire parler de lui. Certains pays ont légiféré déjà en la matière et étendu à tout leur territoire des impositions sévères mais saines.

Nous pouvons saluer chez eux la conscience et la clairvoyance nées parfois d'épreuves très pénibles bien sûr, mais présentes maintenant dans toute la population. Car il est bien certain que l'urbanisme demande la collaboration de tous. A ce titre, ceux qui s'intéressent à ce

problème ont le devoir de mettre au courant, d'expliquer, de faire connaître autour d'eux les buts poursuivis, les moyens à utiliser.

Chacun dans sa sphère se doit de travailler à la diffusion de l'idée de planification, et personne ne peut sous-estimer le rôle auquel il est appelé.

Oeuvre collective, l'urbanisme ne s'implantera que moyennant la volonté de tous.

Cependant dans la pratique, les responsabilités diffèrent, celles des techniciens soumises à une éthique professionnelle stricte s'accorde de lois et règles immuables ou quasi telles, celles des mandataires publics, qui ont accepté les droits mais aussi les lourds devoirs de leurs charges, imposent des servitudes plus grandes.

Notamment celles de diriger les masses qui les ont investis d'un pouvoir réel, celles de précéder le groupe, de préconiser et de faire accepter des idées avancées.

Dans l'arsenal législatif, il y a des lois qui rouillent, d'autres dont on attend la création et la mise en usage.

Il faut des directives à grand échelle, des programmes à la mesure du territoire, et les imposer par une attitude ferme, exempte de compromissions aussi petites qu'elles se fassent. Ce sont les petites démissions successives qui minent les plus belles résolutions et font échouer les plus beaux projets.

Au nom de la raison, il nous faudra abattre des tabous, des idoles. Partout les adeptes de croyances dépassées, les partisans du laisser faire, les disciples de la facilité, ou les asservis aux préjugés étroits élèvent des objections parfois sincères, souvent intéressées.

Pour construire un pays, nous ne pouvons nous permettre le luxe couteux du rétrograde préconçu, ni du clinquant fallacieux, ni des prétextes, ni des fausses justifications.

Nos villes sont malades, nos villes souffrent, et composantes du pays, elles en conditionnent l'état. Les traitements curatifs et préventifs se trouvent à notre disposition. Il suffit aux techniciens de les choisir avec lucidité et honnêteté, aux responsables de les administrer avec fermeté, même si, parfois, la pillule est amère ou le sirop rebutant.

C'est à ce prix qu'est la guérison.

Déjà d'ailleurs elle se manifeste, nous nous trouvons sur la voie du rétablissement.

S'il reste beaucoup à faire, si nous sommes encore loin du compte, ceux qui, il y a 20 ans éprouvaient la pénible sensation de prêcher dans le désert, ne se sentent plus isolés aujourd'hui, ceux qui plus jeunes et impatients voudraient accélérer le mouvement enregistrent presque chaque jour leur petite victoire, chaque jour aussi, de nouvelles collaborations se découvrent, des ennemis hier irréductibles sont touchés par la grâce et se rallient, de faux amis abandonnent leur sabotage, démasqués ou dégoûtés.

Les exemples de réussites, chez nous ou ailleurs, à porter à l'actif de l'urbanisme en concrétisant les idées émises et les recommandations préconisées le font apprécier.

L'aménagement rationnel et harmonieux du territoire est mis au service de l'homme, une part importante de son bonheur en constitue l'enjeu. A ce titre, il nous incombe à tous d'y participer.

*Quelques-uns des délégués assistant à un banquet organisé par la Section de la Mauricie de l'ACU.*





## THE NUISANCE THAT **KILLS**

Margaret Scrivener

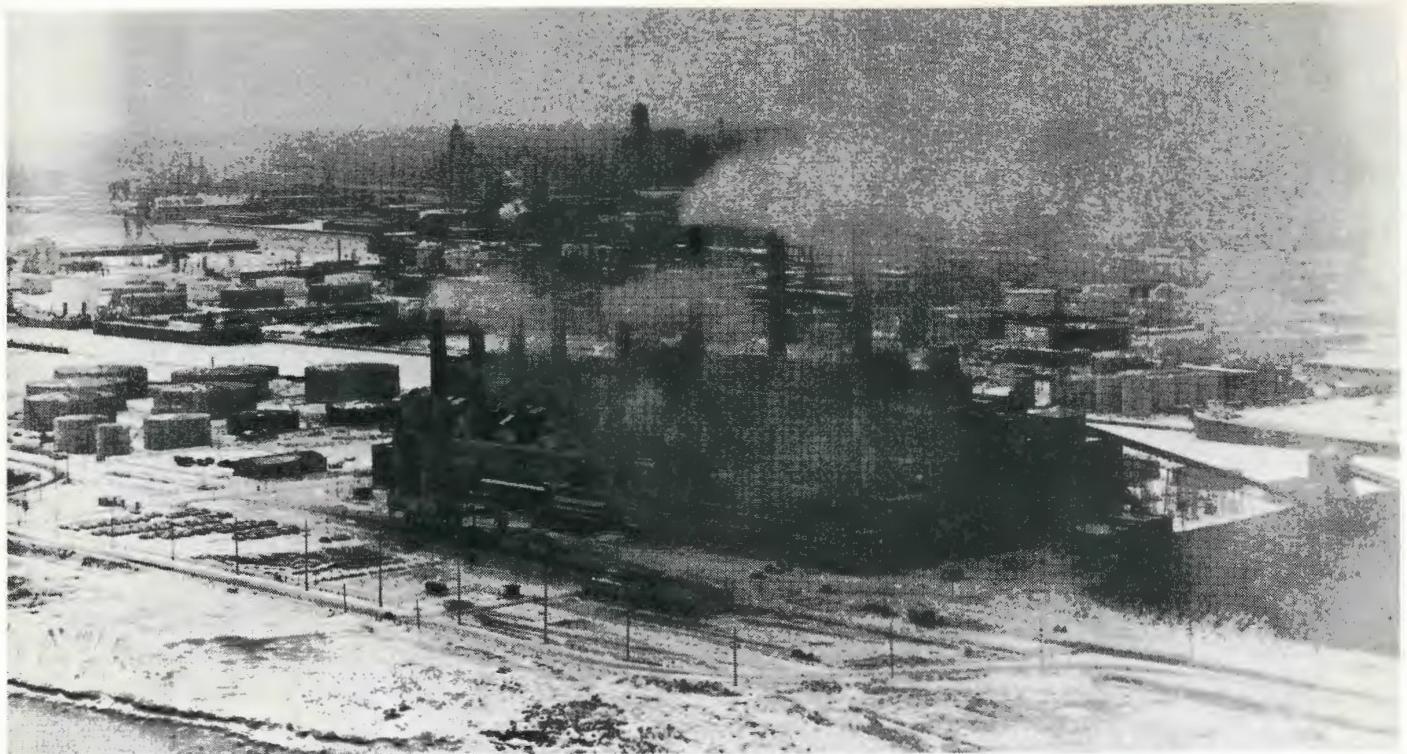
*National Councillor and Chairman, Ontario Division, CPAC*

**When will we stop fouling our nests? When will we stop adapting to a health hazard we do not have to tolerate? When will we call a halt to stinking cities, dirt and death-dealing smog? Must we have a smog disaster with thousands of needless deaths before we wake up?**

There is an old saying, familiar to every woman, that "Appearances can be deceiving". Air Pollution is a condition which can be very deceptive indeed. When it looks very bad it actually may not be too harmful; when you can't see it—that's when it may kill you.

I would like to present one woman's viewpoint of air pollution in relation to community planning.

Community Planning must be concerned with man's total environment, with all the factors influencing the life, health and well-being of the community. As members of CPAC, we have a special concern for the maintenance and management of our natural renewable resources which require sound community planning and long-range conservation measures.



*A pall of smoke hangs over central Toronto.*

*Photo: The Telegram, Toronto.*

Air is not usually regarded as a resource, possibly because it is a constant, all-pervading entity. Yet, for this very reason, it is our most important resource, requiring far more protective measures than are currently being given.

Since earliest times, we have had air pollution in one form or another on Earth. Velikovsky tells us that, before the continents rose from the sea, Earth was blanketed with rain and fog. As life slowly evolved and living things became established, they were frequently subjected to the acrid smoke and fumes of erupting volcanoes. When Prehistoric Man set up housekeeping with his mate in a cave, who is to say that he did not suffer disease and discomfort from the pollution created by his little wood fire.

In Modern History we have records of an early English Queen who refused to stay at Nottingham because of "the insufferable smoke". It is well known that Elizabeth the First of England was allergic to coal smoke and, in her later years, the London merchants undertook to burn only wood fires when she was in residence. And

wasn't it Shakespeare who commented, through Hamlet, "Something is rotten in the state of Denmark"?

As our civilization has progressed, so have the problems it has engendered. It is unfortunately true that one of the most difficult factors arising from man's close proximity to his neighbours in a community has been the disposal of his wastes. Garbage, sewage and smoke have been nuisances with which he has had to cope for many years. It is only within the last century that he has been able to handle the first two with any real success. *Our control of air pollution has lagged woefully.*

Water pollution has received much more public attention. Compare, for instance, the kind of effort exerted, the strict control maintained, and the types of administrative organization involved in the control of water pollution and the maintenance of standards of water quality in Ontario today by the Ontario Water Resources Commission Laboratory. Dr. A. E. Berry, whose recently announced retirement from the Commission represents the loss of a great and dedicated public servant, has done a magnificent job. I imagine he would be the first

to admit that the problem of water pollution in Ontario is not yet licked, but no one will deny that dramatic progress has been made in the last ten years; a program is being established which will ensure the provision of pure water in adequate supply for the generations which come after us.

To do this, Dr. Berry and his Commission have a budget of \$3,000,000, a staff of 300, and a very strict enabling legislation. In addition, the Commission is empowered to require individuals, industries and communities to install expensive sewage and water-handling equipment. Through the Commission, \$100,000,000 have been spent on 236 sewage and water projects in the past five years.

Unfortunately, similar bouquets cannot be tossed to the Ontario Provincial Government for its activity in connection with the provision of clean air for our communities. Its efforts have been truly pitiful.

I doubt that the budget for the Air Pollution Control Branch of the Industrial Hygiene Division of the Provincial Department of Health exceeds \$75,000—a sharp contrast to the money spent by the Water Resources Commission. With a total staff of 11, this Branch does the best it can under the circumstances. It conducts some limited studies and surveys, and it cooperates with the Provincial Department of Mines in the administration of the Damage by Fumes Arbitration Act. It has worked with the Air Pollution Control Board of the State of New York in a joint study of the Erie-Niagara Peninsula area.

As we have become more social, more sophisticated, more civilized, and more numerous, so have our pollution problems increased. It was not until we were suffering serious epidemics of cholera and typhus that we took the necessary steps, and spent the necessary money, to obtain clean water. When we learned about germs, we realized that food handling and processing could be potential sources of sickness and disease, and we took steps to ensure adequate standards and systems of inspection.

Unfortunately, our concern for clean water and pure food has not been paralleled by our desire for clear air. We do not like air pollution; we find it inconvenient, uncomfortable, expensive, and a menace to our health. *But we accept it as part of the price of living in urban communities, and we adapt to it. Why?*

### The Growing Problem

Will we go on and on, building bigger and bigger communities, suffering more and more from this community problem which will mount higher and higher until we are forced to declare a state of emergency?

Planners tell us that, within 30 or 40 years, we will see an urbanization of Southern Ontario such as we have never imagined. They predict a solid urban development stretching in a broad belt from Lake Ontario to Barrie in the north, and from Cobourg to London in the west.

In less than 20 years, that is by 1980, planners are forecasting that the population of Metropolitan Toronto will have doubled, with about 3,000,000 people living in an area of 240 square miles. They have further predicted that 35% of that increased population will live in single family houses, the remainder in multiple-occupancy dwellings. Since we know that the total air pollution in a given area relates to the number of persons occupying that area, I wonder what kind of air pollution levels the experts would care to predict for Metro Toronto in 1980!

Basing such estimates on *present* conditions under *existing* systems of control (for these are the only ones we really know) and matching them with the planners' estimates of densities (which can soar as high as 350 persons to the acre), calculating the fuel consumption, the number of cars, and types of pollution emitted from all known sources—*what will be the answer?*

Will the predicted pall of dust, smoke and fumes be so great as to require the preparation of new Official Plans specially designed to disperse these densities and to limit the levels of pollution? Since planners deplore urban sprawl, we can predict the resulting howls of outrage.

There has been too little communication between air pollution experts and town planners. Perhaps it is time they engaged in some detailed discussions.

### Legislation and Enforcement

Air pollution control in Metro Toronto is administered through the application of what has been described to me as "the best municipal by-law in Ontario", at an initial cost to the taxpayers of \$300,000. (I use the word "initial" because it is estimated that every man, woman and child requires an additional \$68 annually to pay for the hidden costs of air pollution.) And yet, since that by-law was

passed in 1957, some 500 apartment buildings have been constructed in the area—some of them with substandard heating plants; *all* of them with garbage incinerators. Complaints about apartment-house incinerators represented more than 25% of the total number received in 1962. Despite this best-of-all possible by-laws which permits garbage incinerators in apartment houses, and despite the diligence of its administrators, there have been some notable lapses.

The University of Toronto, which has an immense expansion program under way involving the redevelopment of great tracts of land in the heart of the city, recently undertook to consolidate its heating system in one gigantic boiler plant for all buildings. Although it is a wealthy institution and one which is supposedly governed by distinguished citizens of undoubted intelligence, the Board of Governors, through its administrative supervisors, its contractors and heating specialists, permitted this plant to be constructed without the benefit of the license which must be granted by the Metro Works Department in the case of all heating plants, and without the installation of electrostatic precipitators for the control of smoke emission.

As you might guess, the resultant nuisance culminated in numerous complaints from local residents. This plant was polluting the atmosphere at the rate of *three tons* of fly-ash per day, and this from only two of its four boilers. I understand that the University is now undertaking to install electrostatic precipitators, but of course the cost of installation at this late date will probably be double.

Governments themselves are not without inconsistencies. Area municipalities in Metro Toronto frequently operate their incinerators at substandard levels of performance. Does Metro prosecute? Of course not!

Possibly the most famous smoky chimney in Metro Toronto is the central stack on top of the East Block of the Parliament Buildings. These are just two murky examples of governmental equivocation. Government says: "Do as I say, not as I do!"

When will we stop fouling our nests? When will we stop adapting to a health hazard we do not have to tolerate? When will we call a halt to stinking cities, dirt and

death-dealing smog? Must we have a smog disaster with thousands of needless deaths before we wake up?

#### Lack of Information

These are good questions, when you realize that the average citizen has little notion of the immensity of the problem facing us. He is unaware of the real dangers threatening the health and development, the life even, of every living thing within range of the polluted air drifting on the wind from our cities and towns to other cities and towns, and settling as an invisible dust over the countryside. Cows give less milk; vegetation is stunted, spoiled or dies; children in cities have pallid faces; elderly people abruptly die.

Citizens offend against themselves and their neighbours in myriad ways without being aware that they do so. They burn leaves and refuse, let home heating units get out of adjustment, operate cars which are not firing correctly, and burn garbage. How can they know the nature and extent of the problem when no one tells them? How can they be expected to protest to their authorities about faulty community planning as it relates to air pollution without the preliminary facts?

Except for an attractive little news sheet published by the Hamilton Air Pollution Control Advisory Committee, printed information concerning air pollution, to which the public has easy access, is very limited.

The Provincial Air Pollution Control Act does not require the Provincial Government to undertake any information-education program beyond its cooperation and assistance to municipalities. Nor does it do so. While the Metro Toronto by-law does provide a clause requiring the Commissioner to "publish and disseminate information on methods of smoke reduction", little or no money is spent distributing information to home-owners. In the last five years, only four pamphlets have been prepared and distributed, and these in limited quantities.

Whether from carelessness, indifference, economy, ignorance, embarrassment, or fear, governments are suppressing the facts about air pollution. The only trouble is—smoke cannot be hidden under a rug indefinitely.

I think more was written about smog during the December temperature inversion, which blanketed a



An all too familiar scene in our cities.

Photo:  
Toronto Star Syndicate.

large portion of the mid-eastern part of this continent, than has appeared in our newspapers for years. Yet the majority of these stories treated it as a weather phenomenon. While we were awed by the rising death tolls in faraway cities like New York and London, we gave little thought to the possibility that a similar disaster could befall us here.

It is a fact that in one foggy night last December, 15 babies were admitted to the Hospital for Sick Children in Toronto suffering from acute tracheitis and, in a four-night span, 59 infants under the age of two were admitted with the same complaint. It is also a fact that our death lists increased during and immediately following that smog episode. No one seems to have bothered to establish to what extent the smog can be blamed.

In December, 1962, United States Surgeon-General Luther Terry declared that there is evidence "which makes it unmistakably clear that air pollution is associated with important respiratory diseases such as lung cancer, emphysema, chronic bronchitis and asthma". Last year the Government of the United States appropriated \$11,000,000 for air pollution research. I wonder what sum the Government of Canada is expending in similar endeavours?

In an examination of social reforms through the ages, one observes that by far the greatest proportion of reforms were brought about primarily for health reasons. I believe the same will apply to air pollution. Only when

citizens become aware of the potential danger of this mounting problem, only when agriculturists and farmers are made aware of how air pollution stunts crops and sickens livestock, will we be successful in our efforts to control air pollution. The community rallies when health is at stake.

But why do we want to control air pollution? Surely our goal should be the *prevention* of air pollution. As a first requirement we should establish *higher standards of performance* for all possible emission points. For instance, the Toronto Transit Commission has received, and is now operating, the first 135 buses of a new fleet which is gradually replacing the odorous, obsolete vehicles with which we are all familiar. These new buses are quite attractive to look at, they hold more passengers, and *they emit 25% more fumes into our already polluted streets*. Had the TTC required a more efficient engine for its new fleet, and so specified when ordering, doubtless the manufacturer could have met the requirement. Of course, this would have increased the cost, but not excessively.

#### Need for Leadership

This problem of air pollution must now be solved. Surely we can find leaders who are sufficiently fearless and intelligent, and we do have the engineering and biological technology to solve this problem. *But who will give it leadership?* Politicians? Civil Servants? I do not think so.

The leadership should come from a body such as the Air Pollution Control Association. If this group could find it possible to expand its base to admit interested laymen to the membership, it might well become the catalytic agent required to focus public attention on an important health problem facing us all.

With this change in emphasis, it could then undertake a vigorous information programme at the grass-roots level on the one hand, and pressure senior levels of government for the necessary legislative reforms and financing on the other. I believe that one of the most important projects for this organization to undertake would be the rationalization of areas of government responsibility. I also feel that governments will be very receptive to ideas put forward by a reputable body such as the Air Pollution Control Association when it knows that there is widespread support for those ideas.

However, in terms of the magnitude of the problem, and the fact that air pollution is THE great single factor adversely affecting our national resource—and Man is as much a national resource as plants and animals—I believe the primary responsibility must rest with a suitable national body, one capable of creating policies, co-ordinating provincial legislation, compensating industry and securing public support for its objectives.

Such a body is the Resource Ministers' Council, formation of which was announced by Prime Minister John Diefenbaker at the "Resources for Tomorrow" Conference held in Montreal in the autumn of 1961. Composed of senior federal and provincial cabinet ministers, this Council has the following terms of reference:

1. To provide for a continuing examination of resource agreements—federal and provincial.
2. To serve as a forum for a continuing exchange of views respecting resource development policies and programs.

3. To stimulate public interest in the multiple use of resources.
4. To organize meetings and conferences on natural resources.
5. To serve as a centre for information and documentation for all the interested public and private organizations.

Surely it is obvious that direction and leadership must come from the senior levels of government through such a body as the Resource Ministers' Council.

In summary, my principal points are:

- a) That the general public is unaware of the size and seriousness of the air pollution problem.
- b) That standards of performance from all possible emission points must be raised.
- c) That an aggressive citizen organization is required to carry out an information-education program, and to urge governments to undertake the prevention of air pollution.
- d) That primary responsibility for policy, initiation, co-ordination and education should be given to the Resource Ministers' Council.

It has long been my philosophy that every man should try to leave the world a little better than when he entered it. If, through our combined efforts, we can find an answer to the air pollution problem, then there will be little doubt as to the size of the contribution we have made.

Robert Browning wrote: "A man's reach should exceed his grasp, or what's a Heaven for?" I believe the day will come when we who live in cities shall be able to raise our eyes to a smoke-free sky and see a little bit of Heaven.

*(The foregoing was adapted from the keynote address given by Mrs. Scrivener to a conference of the Air Pollution Control Association at the Ontario Water Resources Laboratory, Toronto, on January 16, 1963. In addition to her positions in CPAC, Mrs. Scrivener is a member of both the Conservation Council of Ontario and the Metropolitan Toronto Planning Board.)*



*The South Saskatchewan Dam, looking southwest in September, 1962.*

*PFRA Photo.*

## **RESERVOIR DEVELOPMENT AREA PLANNING**

### **The South Saskatchewan River Project**

**Jean C. Downing**

*Regional Planning Officer, South Saskatchewan River Development Commission*

The South Saskatchewan reservoir, now under construction, is expected to be filled during the period from 1966 to 1968. This body of water, 140 miles long, will be in an area of Saskatchewan that has no major water resource at the present time.

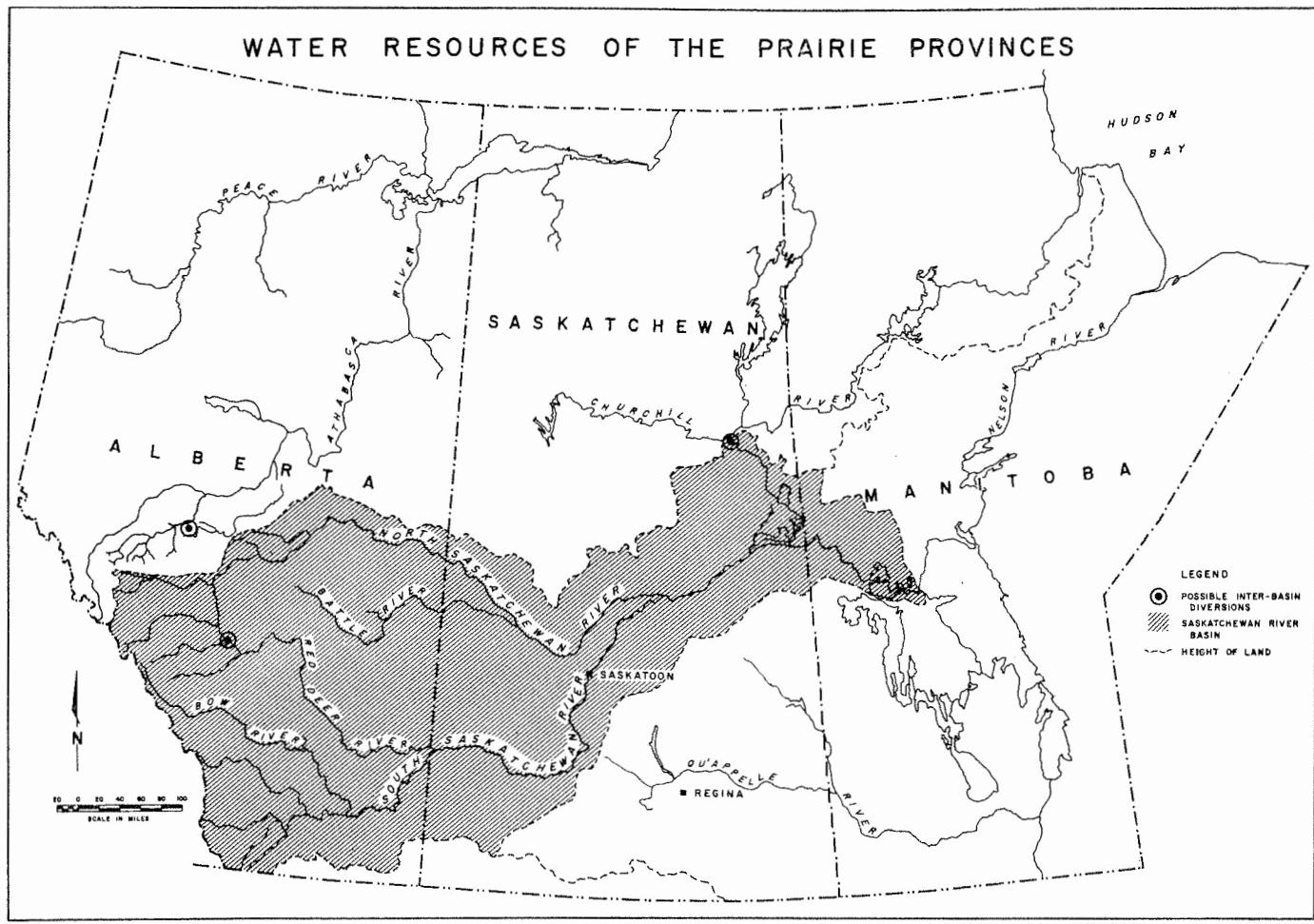
Some portions of the 500-mile shoreline will provide excellent opportunities for boating and swimming. Other portions will be unattractive or unsafe. The wide variety of physical conditions and the limited amount of potentially useful water frontage made it desirable to find an effective method of protecting and guiding new development around the future reservoir.

With this objective in mind, a "reservoir development area" was designated in July, 1962, under regulations made by the South Saskatchewan River Development

Commission. This article describes some of the basic data used in drawing the reservoir development area boundary; the highlights of the regulations; various steps involved in their introduction; and typical types of applications processed. It will help to set the scene if we pause first to review quickly a few facts regarding the South Saskatchewan River project as a whole—its size, benefits, cost, progress and form of administration.

#### **The South Saskatchewan River Project**

Construction of a dam on the South Saskatchewan River was first proposed in 1859, to direct the water down the Qu'Appelle Valley into the Assiniboine River, thus creating a 600-mile navigation route. Almost a century later, in 1958, work started on the South Saskatchewan River



project—not for navigation but for several other purposes, such as irrigating land in south-central Saskatchewan; providing hydro-electric power; creating recreation opportunities; providing a source of water for urban centres; and controlling floods on downstream portions of the river.

The 1958 agreement between the governments of Canada and Saskatchewan outlined the basis on which the South Saskatchewan project would be planned, constructed and financed. Federal government responsibility includes the design and construction of two earth dams, which will create a reservoir with a storage capacity of 8 million acre-feet of water. The province is primarily responsible for planning, developing and financing the various project benefits, including irrigation, power, recreation and all secondary benefits.

The reservoir construction phase of the project will cost about \$96 million, of which 75% will be contributed

by the federal government and 25% by the province. While development of the various benefits of the project will be spread over a long-term period, making it difficult to estimate the costs accurately, present estimates indicate that power works will cost about \$29 million for the first stage and \$21 million for the second stage; irrigation works will cost \$50 million for ultimate development; and recreation facilities will cost about \$10 to \$15 million.

So far, construction work has been concentrated on the South Saskatchewan dam, with the Qu'Appelle dam scheduled to start in 1964. About 40% of the work on the South Saskatchewan dam had been completed by the end of 1962. This included early stages of the embankment work; downstream tunnels; and part of the upstream portion of the tunnels and the vertical control shafts. Both the South Saskatchewan and Qu'Appelle dams should be completed late in 1965. The reservoir will then start to fill and should reach its full supply level

sometime between 1966 and 1968, the exact timing depending on river flows during that period.

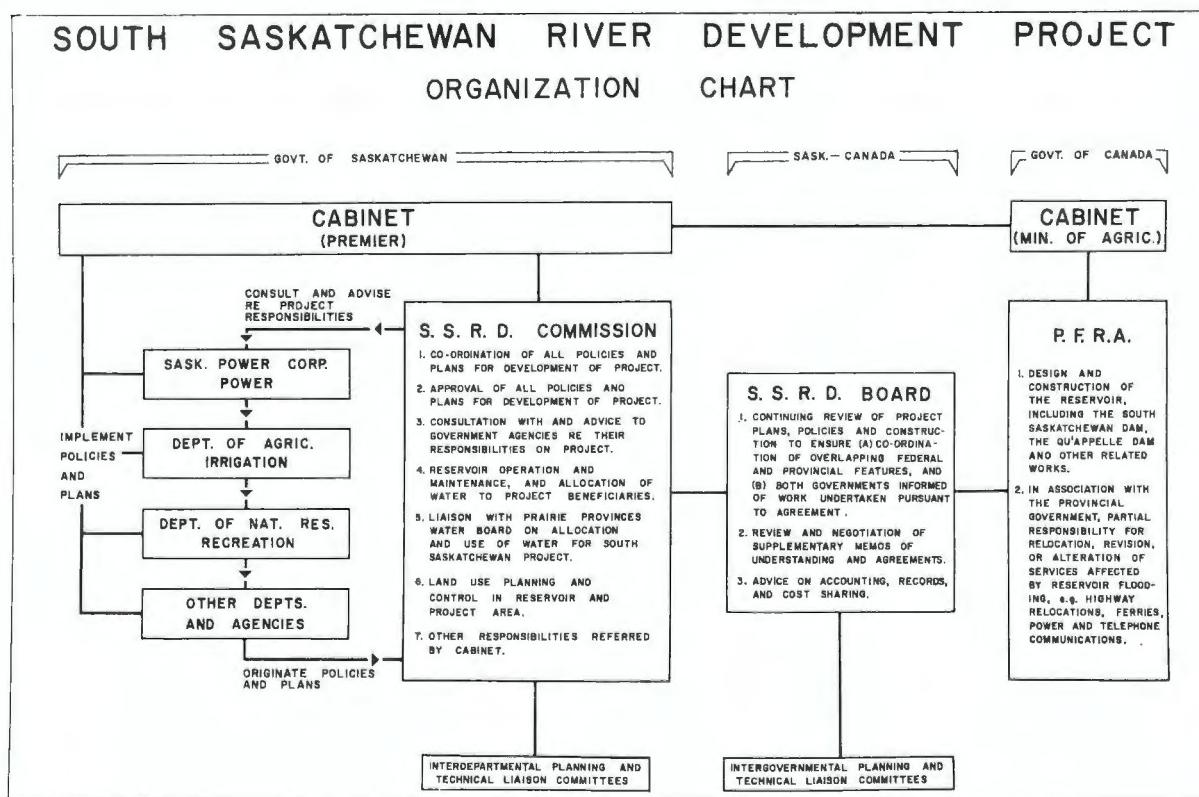
### Project Planning and Co-ordination

The administrative organization established to undertake planning, co-ordination and action on the various phases of the South Saskatchewan project recognized the inter-relationships between the planning and development of project benefits by the provincial government, and the design and construction of the dams and reservoir by the federal government. In order to ensure co-ordination of features of the project in which each government had some responsibility and to ensure an adequate exchange of information regarding project progress, the South Saskatchewan River Development Board was set up, with members appointed by both the federal and provincial governments.

A co-ordinating body was also necessary within the provincial government. Each benefit phase of the project involved policies and plans, and these had to be co-ordinated with the policies and plans of other provincial government departments as well as some federal govern-

ment departments before they could be implemented. The government decided that existing departments and agencies should be responsible for work within their respective fields of operation. Under this arrangement, the Department of Agriculture is responsible for originating and implementing policies and plans for irrigation; the Department of Natural Resources is responsible for recreation; and the Saskatchewan Power Corporation is responsible for power.

The South Saskatchewan River Development Commission, established by provincial legislation, is responsible for the co-ordination and approval of all policies and plans for project development. The Commission is also responsible for several functions that could not be assigned to other agencies. One of these is reservoir operation, which involves the allocation of water and the resolution of any conflicts between water uses for different purposes. Also, South Saskatchewan reservoir operation must be integrated with the operation of any reservoir upstream or downstream, either within the province or in other provinces.



Another Commission responsibility involves land use planning and regulation, both in a limited "construction" area around the two dams and in a more extensive area surrounding the entire South Saskatchewan reservoir. The ways in which the Commission is carrying out its responsibility in this area will now be considered.

#### **Power to Regulate the Use of Land**

When the South Saskatchewan project started, it was extremely difficult to visualize what kind of an impact a construction project of this scope might have on the surrounding agricultural community. Various facts were available but there were still many questions without neat answers. For example, the construction of the South Saskatchewan dam involved placing 67 million cubic yards of earth. What did this mean in terms of machinery purchases, fuel requirements and repairs? Construction of the dams would require hundreds of workers with various skills, drawn from both the local area and more distant points. Where would they live? What portion of their earnings would they spend in the local area? Construction work would last for seven or eight years. What were the longer-term prospects for change? What areas would be affected, directly or indirectly, by irrigation? Would the power plant bring any changes in the region? What effect would recreation have? Gradually, as some of these questions have been answered, at least in part, essential changes have been made in the Commission's powers with respect to land use.

One of the first construction contracts was for access roads from the nearest highways to the South Saskatchewan dam headquarters site. This road construction brought pressure for commercial developments, such as service stations and coffee shops. Thus, at an early date, it became apparent that some form of land use control was necessary to prevent undue interference with the essential transportation function of access routes built to haul in supplies and equipment.

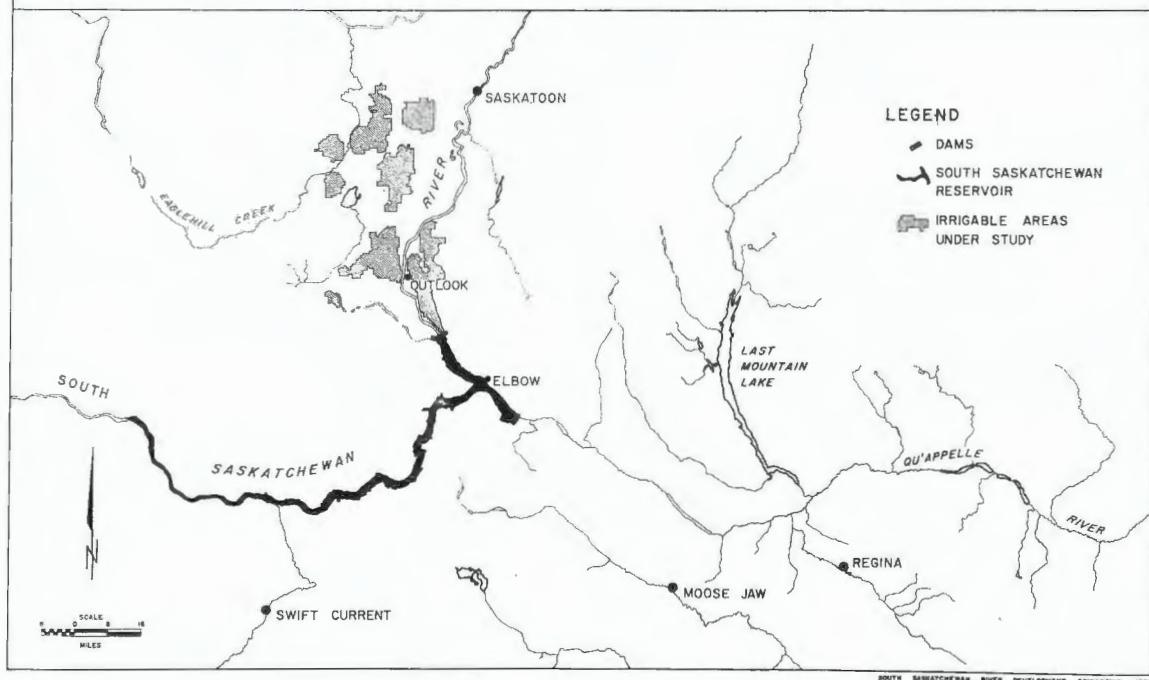
Municipal councils in the area were encouraged to introduce interim zoning by-laws which would guide new business into existing urban centres and into a few designated commercial areas. The immediate objective was to prevent haphazard ribbon development along highways and access routes to the dam. Later, the Commission, in co-operation with the Community Planning

Branch of the Department of Municipal Affairs, prepared studies dealing with population trends in the region during the construction period and the effects of population changes on land requirements for different purposes. This analysis of the probable influence of the project on regional population and land use was discussed with municipal councils in the area and led to revisions of the zoning by-laws in 1960.

The zoning by-laws were successful in guiding local development wherever the pressures from the project were not too great. But it soon became apparent that provincial policy for development around the future reservoir could not be carried out through zoning by-laws enacted by municipalities. Although the Commission had both advisory powers with respect to land use and also reserve powers under which the Commission could order a Council to "conform to, enforce, administer, revise, amend, prepare, adopt or enact, as the case may require, a community planning scheme, zoning by-law or building by-law", these powers were not capable of effective use. The advisory powers could be used only where a local Council was prepared to make decisions based on a full review of all project implications or on the basis of blind acceptance of the advice of the Commission. The reserve powers were too complex, cumbersome and time consuming to be practical. Even more important was the fact that sound provincial planning policy would not necessarily be the same as sound local planning policy and, if it were not, an amendment to a zoning by-law for the purpose of carrying out provincial planning policy could hardly be considered a justifiable amendment.

Yet it was clear that the broader knowledge of the Commission with respect to reservoir operation, characteristics and problems should be used in land use planning around the reservoir. Otherwise, the opportunity for development of the shoreline in a safe, efficient and attractive manner, for various essential and desirable purposes, could be dissipated even before the reservoir was completed. An amendment to the South Saskatchewan River Development Commission Act was, therefore, introduced in 1960 to empower the Commission to make regulations, subject to the approval of the Lieutenant Governor in Council, designating a reservoir development area and controlling within it the use of land and

## RESERVOIR AND IRRIGABLE AREAS • SOUTH SASKATCHEWAN PROJECT



the erection or improvement of buildings. The general objectives of the enabling legislation are to ensure that land adjacent to the reservoir is developed in a safe and orderly manner; that potential damage to structures due to flooding, water action, slumping or sedimentation will be minimized; and that shoreline development will not interfere with the efficient operation of the reservoir.

Under this legislation, reservoir development area regulations were introduced initially in 1961, in an area comprising four townships immediately surrounding the South Saskatchewan dam. Subsequently, these were incorporated into the reservoir development area regulations currently in force, which apply to a much more extensive area surrounding the entire future reservoir.

### The Reservoir Development Area

The boundary of the reservoir development area was delineated after careful consideration of a number of relevant factors. At the outset it was agreed that the reservoir development area regulations would have to be reviewed and revised periodically, as more detailed planning of the shoreline became possible. While the 1962 regulations would represent only the first stage, it

was felt that the initial outer boundary of the reservoir development area should include all the land necessary to carry out future plans for optimum land use around the reservoir. Within this boundary, the detailed regulations and land use district boundaries could be amended when necessary.

Some of the factors affecting boundary location were physical, such as the full supply level of the reservoir, the effect of periodic water action, the possibility of slumping hazards in some areas adjacent to the reservoir, and changes in the shoreline that might result from sedimentation. Other factors included the desirability of reserving parts of the shoreline for public access to the reservoir and protecting highways and major roads leading to the reservoir. The question of whether nearby towns and villages should be subject to the regulations was also considered.

In drawing the boundary, consultants' reports identifying the areas subject to erosion, bank slumping and sedimentation were used. Land subject to periodic water action was identified from reservoir operation studies prepared by Commission staff. In addition, several land

use studies provided estimates of land requirements for different purposes.

Obviously, new construction should not be permitted on land to be flooded by the reservoir. This included not only all lands below the full supply level, which is the 1,827-foot contour, but also areas below the level of possible water action during high winds—the 1,840-foot contour.

While investigations of the irrigation and power benefits of the South Saskatchewan project had been undertaken in considerable detail before the project agreement was signed, the possibilities for recreation had never been fully explored. To fill this gap in information, a Toronto recreation consultant, Mr. W. M. Baker, was engaged to carry out a comprehensive study of the reservoir potential for various types of recreation. This study indicated that there would be a growing demand for recreation use of the reservoir; that the shoreline would offer suitable sites for a wide variety of recreation areas, including provincial parks, regional parks, institutional camps, cottage areas, boat launching sites and wildlife management areas; and that many parts of the shoreline should not be developed for recreation because of such unsuitable conditions as steep slopes, slumping hazards or sedimentation problems. The report recommended that slumping and sedimentation be investigated more thoroughly.

Early in 1961, the Commission engaged a consulting geologist in Regina, Dr. J. D. Mollard, to undertake a thorough study of bank stability and erosion on the reservoir. A sedimentation study was also undertaken in 1961, by Prof. E. Kuiper, professor of hydraulic engineering at the University of Manitoba. Most of the heavy load of sediment carried by the South Saskatchewan river at the present time is deposited miles downstream from the South Saskatchewan dam, in the Saskatchewan delta region near The Pas, Manitoba. When the South Saskatchewan reservoir is completed, the deceleration of the river water when it reaches the reservoir will cause most of the sediment to settle out near the upper end of the reservoir, west of Saskatchewan Landing. Here it will form a delta and, over a long-term period, create changes in the shoreline. The probable average depth of

silt deposition after 10 years, 50 years and 100 years, at various points along the reservoir has been forecast.

When the reservoir development area boundary was drawn on the basis of all these factors, it contained seven villages. As most of these were located several miles from the reservoir, the objectives of the regulations could be achieved without including them. The only exception is the Village of Elbow, where its close proximity to the reservoir and the possibility of slumping on lands within the village boundary, made it necessary to include four legal subdivisions along the western boundary of the village.

#### A Preliminary Land Use Plan

The South Saskatchewan project is located in a rural area, miles from the nearest city. At present most of the shoreline of the future reservoir is used for agricultural purposes, either for crops or pasture. A few park and camp sites in the vicinity of Riverhurst and Elbow are near the present river channel and will be flooded by the reservoir. The only "urban" communities are small villages of about 100 to 400 persons, who are classified in the population census as "rural, non-farm". Except for Elbow, the villages are located two miles or more from the reservoir.

The reservoir development area regulations reflect a land use plan which is in a preliminary planning stage. At present, it is possible to predict land use needs with reasonable accuracy for the construction period but not beyond that period. Pressure to allow commercial and industrial service establishments and trailer accommodation near the South Saskatchewan dam occurred as soon as construction work started. When work begins on the Qu'Appelle dam in 1964, similar pressures can be expected, on a smaller scale.

Other major development around the reservoir is not likely to materialize until nearer the date of reservoir completion. Before that time, a more detailed land use plan will be prepared to guide new development in the area and regulations will be introduced in stages, reflecting this evolving plan. In the meantime, the role of the reservoir development area regulations is to avoid potential damage to new structures by prohibiting new construction on sites which may become unstable after the



Swift Current Creek area at upper end of reservoir. Now used for pasture, this is an interesting "wilderness" area.

Sask. Govt. Photo.

reservoir is filled; to permit continuation of agricultural uses; to preserve public access to the reservoir; and to ensure that temporary development does not conflict with future, more appropriate uses of the shoreline.

The first steps are already being taken to provide sound basic data for more detailed land use planning. The consultant's proposals for recreation are being checked in the field and evaluated by the Department of Natural Resources. When this is completed, it will be possible to designate selected sites for the various types of recreation to which they are best suited. Irrigation plans, developed by the Conservation and Development Branch of the Department of Agriculture, are currently under study and when the location of initial irrigation development is determined, it will be possible to evaluate the probable direct and indirect impact of irrigation. Preliminary market studies for some specialty crops, such as canned and frozen vegetables and beet sugar, have been prepared by the Research Branch of the Department of Industry and Information. These and other special studies which will be undertaken will assist in forecasting industrial land requirements.

#### The Regulations

The reservoir development area regulations now in force designate most of the reservoir shoreline for agricultural use, with provision for other necessary types of develop-

ment near the two dam sites. At the South Saskatchewan dam there are several land use districts, which provide for construction, commerce, industrial service, and picnic sites developed by the Department of Natural Resources. Trailer courts are allowed in the Small Acreage Agricultural District located just outside the Village of Dunblane. At the Qu'Appelle dam site, a construction district is provided and in the hamlet of Bridgeford, just two miles away, residential, commercial and industrial uses are allowed.

A restricted building area surrounding the entire reservoir contains land subject to bank instability, sedimentation problems, or periodic water action. Within this area, new construction or the alteration of any structure must have Commission approval. While much of the land is not safe for buildings, there are pockets of stable land where construction may be permitted. In general, an application for permission to build will be approved if the proposed use is one permitted in the land use district concerned, and if the site is safe.

In the portion of the reservoir development area outside the restricted building area, Commission approval is required for new construction, alteration of a structure, or a change in the use of land, except in the case of agricultural uses. Farm structures may be built, enlarged or altered in an Agricultural District without securing a development permit.

The effect of the reservoir development area regulations on a zoning by-law, building by-law or new subdivision is stated in the regulations. The regulations suspend any zoning by-law affecting the area designated as a reservoir development area. They provide that no person shall apply to a municipality for a building permit unless the application is accompanied by a development permit issued by the Commission. They also provide that no person shall apply to the Minister of Municipal Affairs for subdivision approval unless the Commission has approved, in writing, the proposed use of the land to be subdivided.

The Commission has some discretionary powers under the regulations. The most interesting of these is the power with respect to recreation sites. When the regulations were introduced, the only recreation areas that could be designated were two picnic sites near the South Saskatchewan dam. Although other sites had been recommended by the recreation consultant, these preliminary proposals were still under study. It was expected, however, that decisions would be made regarding home sites in the fairly near future and it seemed undesirable to have to amend the regulations in the usual way in order to designate progressive refinements made possible by recreation planning. To postpone the designation of all recreation sites until the next stage of the regulations also seemed undesirable.

To overcome this problem, the Commission was given discretionary power under the regulations to issue a development permit for a provincial park, regional park, institutional camp, or recreation area relocated from land to be flooded by the reservoir. Under this power, the Commission can authorize sites for various recreation purposes as soon as the essential factors pertinent to site selection have been evaluated. This will enable local park groups to proceed with site selection and planning well in advance of reservoir completion.

In the case of a regional park or an institutional camp, the regulations require that the Commission, before issuing a development permit, should be satisfied that the applicant can formulate and carry out plans for the development of the area to a standard acceptable to the Commission. The Commission is considering introducing, in co-operation with the Department of Natural Re-

sources, reasonable minimum standards for new development in the South Saskatchewan area. These would be designed to ensure structural safety, fire resistance, and adequate sanitation and other public health needs. Such requirements are essential on a man-made reservoir in order to protect the valuable resource created by the expenditure of public funds. In addition to basic minimum requirements, encouragement will be given to local groups to plan and develop their parks or camps in a responsible way, not only for public health and safety but also for long-term enjoyment in an environment enhanced by well-designed and carefully sited structures.

#### **When to See Your Lawyer**

The reservoir development area regulations were drafted for the Commission's review, revision and recommendation to the Lieutenant Governor in Council for approval. While both the Commission and Cabinet have had some experience in struggling through obscure documents, it was essential that these regulations be readily understood by municipal councils and individuals in the area affected.

Communication presents problems, even among people familiar with the project. For example, in discussing hay yields on the irrigation demonstration plot at the University of Saskatchewan, an agricultural engineer reported yields of  $3\frac{1}{2}$  tons per acre. Unimpressed for the moment, but recognizing an unmistakeable glow of achievement, an economist requested some explanation of the significance of the figure quoted, perhaps by a comparison with dryland yields. Its significance was clarified quickly, if not quantitatively, by the agricultural engineer's exclamation, "Well, that ain't hay!"

In drafting the regulations, we were striving for just such clarity. Our objective was to produce a legally sound, clear, concise statement of the land use controls. Some would say that this objective was, in itself, contradictory. Sir Ernest Gowers, for example, states that "legal diction is almost necessarily obscure, and explanations of legal documents must be translated into familiar words simply arranged." (*The Complete Plain Words*, by Sir Ernest Gowers, published by Her Majesty's Stationery Office, London, 1954.) If our objective did contain inherent conflicts, then the challenge was to resolve them and this we set out to do.



The Village of Elbow, with the South Saskatchewan River in the background. The reservoir will be about six miles wide at this point.

Sask. Govt. Photo.

A planner and a lawyer proceeded with the detailed drafting of the regulations. The Commission's legal adviser in the Department of the Attorney General, Mr. W. G. Doherty, was experienced in the legal profession but unfamiliar with community or regional planning. This proved to be no drawback, as he brought an inquisitive approach not only to the planner's method of stating the intent but also to the planner's intent. He refused to agree with Humpty-Dumpty on the meaning of words: "‘When I use a word,’ Humpty-Dumpty said in rather a scornful tone, ‘it means just what I choose it to mean—neither more nor less!’" (From *Through the Looking Glass*, by Lewis Carroll.) His consistent, constructive criticism assisted materially in producing a final draft that was infinitely more accurate and lucid than the preliminary one.

Occasionally, during the process, the legal language became so abundantly clear, so repetitious and so lengthy that it was suggested that it would provide excellent lyrics for a popular song if only the theme were more romantic. Here we compromised and settled for a shorter version that was reasonably clear.

Judging from this experience in drafting regulations, it would be impossible and a waste of time and effort for a planner to attempt to produce a satisfactory legal document without the advice and assistance of a good lawyer. Similarly, it would be impossible for a lawyer to

produce an adequate planning document without the aid of a planner. For the planner, it was a rewarding, albeit re-wording, experience to see the regulations revised and improved until they stated clearly the essential provisions for reservoir shoreline control.

#### Exchanging Information

Prior to introducing reservoir development area regulations around the South Saskatchewan dam in 1961, a notice was published in the newspaper in the area, indicating the Commission's intention to make regulations, and a public hearing was held at the dam site. When the Commission was preparing to introduce regulations in 1962, applying to a much larger area around the entire reservoir, they felt it would also be desirable to discuss the regulations with the municipalities affected. This would provide an opportunity for the Commission to explain the purpose of the regulations to Councils, and for Council members to ask questions and make suggestions.

Some problems were involved in holding such discussions, due to the number of municipalities concerned. Portions of fourteen rural municipalities were included in the reservoir development area. In addition, seven villages were located within the boundary, although the regulations applied only to a portion of one village. Other towns and villages just beyond the boundary would also

be interested in the draft regulations. Obviously, discussions with all of these municipalities could not be completed in a few days or even a week, but if it was not done within a relatively short period there was a distinct risk that new construction might be started with full knowledge of the regulations but in conflict with them, before they actually came into force.

To enable discussions to proceed and to overcome this risk, an amendment to the Act was passed in April, 1962, providing for an interim control period of three months, dating from first publication of the required notice of intention. During this period, the Commission would make decisions on development requests in accordance with the proposed regulations. A notice was published in newspapers in the area, advising the public of the regulations and indicating where they could be inspected and when the Commission would consider written comments. Copies of the draft regulations were sent to all Councils and their suggestions were invited. Meetings were then arranged with Council representatives in order to benefit from their detailed knowledge of local conditions. Later, public hearings were held at which many useful questions were discussed regarding both the draft regulations and the project as a whole.

This exchange of information between Council representatives, members of the public and the Commission proved to be extremely valuable. It ensured that the objectives of the regulations were understood and that any objections could be raised and considered. In several instances, municipalities indicated that they welcomed the guidance that provincial controls would offer.

Following this series of meetings, the Commission recommended the regulations to the Lieutenant Governor in Council for approval and they came into force on July 23, 1962.

#### **Patterns of Administration**

During the first six months that the regulations were in force, one of the major jobs was checking proposed sites for relocation of ranch buildings located on land being acquired for reservoir flooding. The Prairie Farm Rehabilitation Administration of the federal Department of Agriculture (P.F.R.A.) is responsible for purchasing land required for reservoir purposes and arranging for

any relocation of buildings that may be necessary. When the relocation is to a site in the restricted building area, a development permit from the Commission is required. Initially, the practice in dealing with such proposed sites was to check all the relevant physical factors and if the site appeared to be safe from erosion, slumping, sedimentation and water action, it was approved. If, however, it was in an area of potential slumping hazard, an alternative site was suggested. This method, based upon a general classification of lands, did not prove to be wholly satisfactory.

Ranchers and farmers who have lived in the area for years are familiar with soil conditions through their work in cultivating the land, digging post holes, drilling wells or building roads. Local knowledge did not always agree with the general classification and the analysis of the "expert" was questioned. As a result, the method was refined and current practice is to refer each proposed site located in a generally unstable area to our consulting geologist for a report on surficial geology and drainage features. In some cases, upon closer study, the site suggested has proved to be safe for construction. In other cases, where there is evidence that the suggested site is likely to be subject to slumping, an alternative building site in the immediate vicinity has been suggested.

Considerable preliminary work has been done in connection with relocation of parks and camps to be flooded by the reservoir. Sites suggested by local groups for regional parks and institutional camps are investigated and evaluated by the Department of Natural Resources and subsequently reviewed by the Commission. As in the case of ranch building relocations, the practice is to discuss the sites informally with the agencies involved before an application form is supplied, so that when the applicant submits a formal application it is likely to receive Commission approval.

As the project progresses, the pattern of administrative work will undoubtedly change considerably. Within the next year relocation of all ranch buildings from land to be flooded by the reservoir should be completed. During the same period, sites will have to be approved for relocation of four parks and camps that will be flooded by the reservoir. When the various factors relating to site selection for other recreation sites, such as parks,

camps, boat launching sites and cottage areas have been investigated and weighed, additional recreation sites will be approved under the regulations. After construction work starts on the Qu'Appelle dam, applications for development permits can be expected for residential and perhaps commercial uses.

Later, when actual development of new parks has progressed to a point where visitors are attracted to the parks, present provisions for commercial uses may have to be reconsidered. Even farther in the future, industrial sites may have to be provided. In this connection, it is possible that the need may arise for urban centres in new locations, although at present no such need is evident. As the changing pattern of administrative work emerges, one of its major characteristics is likely to be an ever increasing diversity in the kinds of development for which Commission approval is requested.

#### **Shoreline Development**

The reservoir development area regulations have been introduced well in advance of reservoir completion. With stringent enforcement and appropriate periodic revision, they can be expected to achieve their objective of protecting and guiding new construction in the area.

The limitations of land use controls should also be recognized. While the regulations enable development to proceed without undue interference from unrelated

uses, they provide no assurance that actual development will be either efficient or attractive. Each land owner makes his own decisions within the framework of the regulations. Thus, on private land the choices are made by individual owners and on provincial Crown land they are made by the province. The province, therefore, has an opportunity to plan and carry out a development program affecting portions of the reservoir development area.

The most extensive public development program around the reservoir will be in the field of recreation, for which the Department of Natural Resources is responsible. All policies and plans for such a program are initiated and implemented by the Department. The Commission is, however, responsible for co-ordinating the recreation program with policies and plans for other phases of the South Saskatchewan project. Commission approval of all project programs is also required. A general objective in the complex and challenging task of developing public land around the reservoir is to achieve standards that reflect sound planning and good design so clearly that emulation by private developers will be encouraged. If, for any reason, this objective is not achieved, much of the opportunity afforded by early introduction of the reservoir development area regulations will have been wasted.

*Shade trees in Elbow Park. These will be cleared before the reservoir floods the area. A new park site will be selected before reservoir completion.*  
Sask. Govt. Photo.



# book reviews

## MEGALOPOLIS

**The Urbanized Northeastern Seaboard of the United States**, by Jean Gottmann. Published by The Twentieth Century Fund, 41 East 70th Street, New York 21, USA. \$10.00

Megalopolis is a term used by the author to describe the cluster of metropolitan areas along the northeastern coast of the United States, from New Hampshire to Virginia—the term also used by Philo Judaeus, the ancient philosopher of Alexandria, to describe the city of ideas which rules our material world.

Because it is today's largest urban system, Megalopolis influences the growth of cities and countries around the globe. It has developed to the stage where the usual distinctions between urban and rural are no longer valid, where traditional explanations of land use, population distribution and human activity no longer apply. New patterns require new perceptions; new problems require new solutions.

The author dissects this new mixture of urban and rural elements, he shows how the habit of commuting and new patterns of land use are changing the face of the area, and he considers the special problems of the three levels of government dealing with this area. He outlines the difficulties of overcrowding, water shortages and transportation which must be solved, and indicates how we must save this region from decay.

Professor Gottmann, a geographer of international repute, is a member of the Institute for Advanced Study in Princeton, and Professor (on leave) at the School of Higher Studies in Paris.

## METROPOLE

**Les Cahiers d'Urbanisme**, published by the City Planning Department of Montreal, 107 St. Jacques West, Montreal.

This booklet is the first of a series of publications designed to contribute to the knowledge and understanding of the problems being faced by Montreal and the region of which it is a part.

This first issue delineates the region itself, the rate of urban development, the changes in the population and the transportation problem. Future issues will cover such subjects as the changing land use patterns in the downtown area, the historical development of Old Montreal, urban development in the Inner Region, the planning of areas adjoining a traffic artery in an urban setting, to mention only a few.

"Metropole" is an excellent example of the type of information which should be published by planning departments across Canada. It is clear, concise and well-designed to increase public understanding of the growth problems to be faced in the Montreal region.

## THE PLACE OF THE IDEAL COMMUNITY IN URBAN PLANNING

*By Thomas A. Reiner. Published by the University of Pennsylvania Press, 3436 Walnut Street, Philadelphia 4, Pa., USA. \$8.50.*

As the title implies, the author considers the nature of a number of plans for ideal communities, the way in which they have been constructed as the concept developed, and their implications for the practice of city planning today. Undertaking this critical analysis, it is the author's belief that an over-all model of an ideal neighbourhood or metropolis is a valid and practical tool in urban planning.

Thomas A. Reiner is a Lecturer on City Planning and Regional Science at the University of Pennsylvania.

## THE EARTH, THE TEMPLE, AND THE GODS

**Greek Sacred Architecture**, by Vincent Scully. Published by Yale University Press. Available in Canada from McGill University Press, 3458 Redpath Street, Montreal 25. \$15.00.

In this comprehensive study of Greek temples and site planning, the author expounds his own theory of Greek sacred architecture. Vincent Scully treats the temples as physical embodiments of the gods, in landscapes which, in themselves, had divine attributes and sacred connotations to the Greeks. He points out the calculated interaction between the man-made sculptural forces and the natural landscape.

"The mountains and valleys of Greece were punctuated during antiquity by hard, white forms, touched with bright colors, which stood out in geometric contrast to the shapes of the earth. These were the temples of the gods . . . they housed the image of a god, immortal and therefore separate from men, and were themselves an image, in the landscape, of his qualities . . . They in fact functioned and, in their fragments, still function as no buildings before or since have done. They not only created an exterior environment—which is one of architecture's primary functions to do—that was wider,

freer, and more complete than other architectures have encompassed, but, as sculptural forces, peopled it with their presences as well, in ways that changes of outlook and belief generally made inaccessible to later ages. They were capable of embodying states of being and, sometimes, of action, by whose character and results they are to be judged."

The author, professor of art history at Yale University, devoted years of research and travel to this book. Scores of sites were restudied on the spot, including many lesser-known sanctuaries throughout the Hellenic world. Along with richly illustrated, detailed discussions of major sites, this study includes reconstruction drawings, plans, and many new photographs which supplement the text.

## SITE PLANNING

*By Kevin Lynch. Published by The M.I.T. Press, Massachusetts Institute of Technology, Cambridge, Mass., U.S.A. \$8.00.*

The author views site planning, or the arrangement of groups of structures on the ground, as an art common to engineering, architecture, planning and landscape architecture. The use of the site is inseparably related to both the physical shape of the ground it occupies and to the shape, activities and inhabitants of all neighbouring land. The past use of the site and its image in the minds of its present users must be taken into account, and allowance made for future growth and change. The light, the noise, and even the air of the site are to be considered by the planner, and all of these many aspects must be worked into harmonious unity.

This book is intended to serve as an introduction to the art of site planning, an exposition of its principles, and a condensed technical reference.

Kevin Lynch is Associate Professor of City Planning at M.I.T. and is the author of "The Image of the City".

## CITIES IN THE SUBURBS

*by Humphrey Carver  
University of Toronto Press, \$4.95*

An order form and description of this stimulating new book is enclosed with this issue. Order your copy now from the CPAC National Office, 425 Gloucester Street, Ottawa 4.

### EERO SAARINEN ON HIS WORK

*A selection of buildings dating from 1947 to 1964 with statements by the architect. Edited by Aline B. Saarinen. Published by the Yale University Press. Available in Canada from McGill University Press, 3458 Redpath Street, Montreal 25. \$15.00.*

Here in his own words, superbly illustrated, one of the twentieth century's foremost architects tells what he believed and felt about architecture, and explains the thinking behind some of his major work. Edited by Aline B. Saarinen from letters, speeches and conversations, this is the only book in which Eero Saarinen speaks for himself about his profession and his work.

The volume begins with a selection of his remarks on architectural philosophy, the practice of architecture, general architectural problems, and himself. It then presents what he had to say, during the process of creation, about sixteen of his most significant projects. Each statement is accompanied by photographs, sketches, working drawings and plans.

This book illuminates the mind of a remarkable artist, reveals the impact he made on the design of his time, and deepens the reader's understanding of the art of architecture.

### MAN-MADE AMERICA: CHAOS OR CONTROL?

*An Inquiry into Selected Problems of Design in the Urbanized Landscape, by Christopher Tunnard and Boris Pushkarev. Published by Yale University Press. Available in Canada from McGill University Press, 3458 Redpath Street, Montreal 25. \$15.00.*

This book, the result of a five-year research programme at Yale University, deals with the visual and non-visual aspects of urban design in an attempt to acquaint designers with utilitarian problems and also to increase the visual sensitivity of laymen who make decisions which ultimately affect our physical environment.

"We are concerned with the position of man-made objects in space and in the values of scale in the landscape: with streets, open spaces, and large-scale industrial and commercial facilities—in other words, with the esthetic values of man-made elements which have received very little attention in the recent past. We believe that the design of urban regions can be improved by consideration of these broad esthetic principles on

the part of all decision makers, and we advance them here in the hope that they may contribute to the practical tasks of laying out highways, parks, subdivisions, and other space-consuming facilities in the contemporary world."

The study concentrates primarily on the rural-urban fringes, "the present-day 'waste-land' of the design world", and examines selected man-made phenomena: low-density subdivisions, highways, industrial and commercial facilities, recreational systems and historic districts.

Christopher Tunnard is professor of city planning at Yale, and Boris Pushkarev is senior planner of the Regional Plan Association of New York.

Abundantly illustrated, well written and beautifully produced, this book is a valuable addition to any library.

### A BETTER PLACE TO LIVE

*A Study on Minimum Standards of Occupancy and Maintenance of Dwellings. Published by the Ontario Department of Municipal Affairs, 801 Bay Street, Toronto 2, Ont.*

The final report of a three-year study jointly sponsored by the Central Mortgage and Housing Corporation and the Ontario Department of Municipal Affairs. This study was officially requested by CPAC, and was directed by senior members of the staff of the Community Planning Branch of the Ontario Department of Municipal Affairs. Director of this study was J. F. Brown.

The report is divided into four main parts: Housing Conditions in Canada; Efforts to Overcome Residential Blight; Community Conservation; Legal Aspects. Of particular interest is the draft of a model by-law to provide standards for the occupancy and maintenance of residential property. This by-law may serve as a valuable guide to municipal officials engaged in the preparation of local occupancy and maintenance by-laws.

### Other Publications Received

#### HOUSING, PEOPLE, AND CITIES

*By Martin Meyerson, Barbara Terrett and William L. C. Wheaton. Published by McGraw-Hill Company Inc., 253 Spadina Road, Toronto 4. \$11.50.*

Eighth in the ACTION Series in Housing and Community Development.

### THE TWILIGHT OF CITIES

*By E. A. Gutkind. Published by The Free Press of Glencoe and available in Canada from Collier Macmillan Canada, Ltd. \$5.50. An historical discussion relating the problem of cities to the human situation and to the state of society in our time and a programme of action for future development.*

### STREETCAR SUBURBS—The Process of

#### Growth in Boston 1870-1900

*By Sam B. Warner, Jr. Published by the Harvard University Press and The M.I.T. Press for the Joint Center for Urban Studies, and available in Canada from S. J. Reginald Saunders and Company Limited, Toronto. \$8.00.*

### DESIGN OF WATER-RESOURCE SYSTEMS

*By Arthur Maass, Maynard M. Hufschmidt, Robert Dorfman, Harold A. Thomas, Jr., Stephen A. Marglin and Gordon Maskew Fair. Published by Harvard University Press, and available in Canada from S. J. Reginald Saunders and Company Limited, Toronto. \$15.00.*

Subtitled "New Techniques for Relating Economic Objectives, Engineering Analysis, and Governmental Planning," this book reports the results of a research programme on the methodology of planning or designing complex multi-unit, multi-purpose water-resource systems.

### LANDSCAPING FOR CANADIAN MODERN LIVING IN THE PRAIRIE PROVINCES

*By Theodore Onufrijchuk, Landscape Architect. Printed by the Redeemer's Voice Press, Yorkton, Sask. and available from the author, 27 Logan Crescent W., Yorkton, Sask. \$1.25.*

A most valuable guide to the homeowner who wishes to undertake his own landscaping.

### PROCEEDINGS OF THE IGU SYMPOSIUM IN URBAN GEOGRAPHY, LUND 1960

*Edited by Knut Norberg. Published by The Royal University of Lund, Sweden, Department of Geography, C. W. K. Gleerup, Publishers/Lund. Sw.Kr.55.*

A report on the work of this symposium to advance the geographic study of urban systems and urban areas, presented as a series of papers and summaries of discussions.

#### LAND FOR FARMING

*Prepared and published by the Lower Mainland Regional Planning Board, 624 Columbia Street, New Westminster, B.C. One copy free, and extra copies \$1.00 each to persons living within the Region. Others: \$2.00.*

The third in the excellent series of regional plan studies undertaken by this Board.

#### TYPES OF AGRICULTURAL OCCUPANCE OF FLOOD PLAINS IN THE UNITED STATES

*By Ian Burton (Research Paper No. 75)*

#### HAZARD AND CHOICE PERCEPTION IN FLOOD PLAIN MANAGEMENT

*By Robert William Kates (Research Paper No. 78)*

Both published by the Department of Geography, University of Chicago, Chicago 37, Illinois, USA.

#### SOCIAL GROUPS, ROLES, AND LEADERSHIP

##### An Introduction to the Concepts

*By Donald W. Olmsted, \$1.50.*

#### A GUIDE TO LOCAL POLITICS

*By David A. Booth. 50c.*

Both published by the Institute for Community Development and Services, Continuing Education Service, Michigan State University, East Lansing, Michigan, USA.

#### URBAN GROWTH DYNAMICS IN A REGIONAL CLUSTER OF CITIES

*Edited by F. Stuart Chapin, Jr. and Shirley F. Weiss. Published by John Wiley & Sons, Inc., 440 Park Avenue South, New York 16, USA. \$8.95.*

The results of a series of urban studies undertaken by 18 scholars and specialists in the fields of anthropology, city and regional planning, economics, political science, social psychology and sociology.

#### COMMUNITY ASPECTS OF HOUSING FOR THE AGED

*By Marilyn Langford.*

Report No. 5 of the Cornell Research Program on Housing for the Aged, published by the Center for Housing and Environmental Studies, Cornell University, Ithaca, New York, USA. \$2.00.

#### WORLD URBANIZATION

*Expanding Population in a Shrinking World. by Homer Hoyt.*

Published as Technical Bulletin No. 48, by the Urban Land Institute, 1200-18th Street N.W., Washington 6, D.C., USA. \$3.00.

## planning vacancies

#### BELLEVILLE & SUBURBAN PLANNING BOARD

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#### CITY OF VANCOUVER

##### Director of Planning

To direct a comprehensive planning and development programme for a growing City of 400,000 population. The Director of Planning is the head of a department of the City, reporting to the City Council through a Board of Administration. Apart from advising Council on matters appertaining to the planning and development of the City, he is largely responsible for the administration of the Zoning and Development By-law and for the direction of the City's Redevelopment Programme.

**Qualifications:** University graduation preferably in Architecture, Civil or Municipal Engineering with a post-graduate degree or other recognized diploma in Community Planning. Membership in the Planning Institute of B.C. or the Town Planning Institute of Canada or sufficient training and experience to obtain such membership. Considerable professional experience in City Planning and preferably also in the basic professional field including considerable administrative responsibility, or an equivalent combination of training and experience.

**Salary:** \$15,900 to \$18,900 per annum. Comprehensive fringe benefit plans. Applications and any supporting information must be submitted to The Personnel Director, City Hall, 453 West 12th Avenue, Vancouver 10, B.C., Canada, within fourteen days after receipt of this publication.

preferably with additional qualifications in architecture. They should be capable of taking charge of the detailed work on the Development Plan for the whole of the City and individual redevelopment schemes.

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#### DISTRICT OF NORTH VANCOUVER, B.C.

##### Planning Assistant

**Salary:** \$5,376-\$6,000 (according to qualifications).

Degree in planning, or Degree in related subject plus experience in planning, or considerable practical experience in the planning field. To undertake general development plan studies and to carry out research and prepare reports on a wide variety of topics such as residential and commercial needs, residential layouts and standards, analysis of zoning proposals, performance zoning regulations and preparing plans for parks and recreation areas. Apply not later than April 6th to Personnel Officer, P.O. Box 218, North Vancouver, B.C., Canada.

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September 29 — October 2

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- The 1967 World's Fair in Montreal — a planning challenge.
- The Great Lakes-St. Lawrence Waterway — a chance to make planning history by 1967.
- Preserving our heritage — the restoration and conservation of historic buildings in Quebec City.
- Luncheons, receptions, ladies' programme, dinners and a post-Conference tour of the St. Lawrence-Saguenay area.

Make your plans to attend this important annual conference of CPAC. Registration forms will be mailed shortly to all members of the Association. If you are not a member, write for further details to CPAC National Office, 425 Gloucester Street, Ottawa 4.

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